

Social Security Bulletin

January 1939

Special Articles

**Proposed Changes in the Social Security Act: A Report
of the Social Security Board to the President
and to the Congress of the United States**

**Effect of a Shortened Waiting Period on
Unemployment Benefit Costs**

SOCIAL SECURITY BOARD

WASHINGTON, D. C.

Volume 2

Number 1

SOCIAL SECURITY BOARD

WASHINGTON, D. C.

ARTHUR J. ALTMAYER, *Chairman*

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Social Security Bulletin

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SOCIAL SECURITY IN REVIEW

On December 20, 1938, announcement was made by President Roosevelt of the resignation of Mary W. Dewson, who had served as a member of the Social Security Board since August 1937. Miss Dewson's action was occasioned by ill health. At the same time announcement was made of the appointment of Ellen S. Woodward as Miss Dewson's successor. Until this appointment, Mrs. Woodward was Assistant Administrator of the Works Progress Administration.

The President's Message and the Board's Report on Proposed Changes

On January 16 President Roosevelt transmitted to the Congress a message on social security, accompanied by a report of the Social Security Board on proposed changes in the Social Security Act. The report and recommendations of the Board, which are published in full on pages 4-19 of this issue, were made in response to the continuing responsibilities for study and recommendation allocated to the Board by the Social Security Act and to a special communication from the President to the Chairman on April 28, 1938, in which the Board was instructed to study the development of a sound plan for liberalizing the old-age insurance system. Recommendations arising from the Board's three years' study and experience in this and other programs are included in the present report on proposed changes.

In addressing the Congress, the President declared that the legislation had amply proved its "essential soundness" in the fields of social insurance, public assistance, and health and welfare services, concluding, "I cannot too strongly urge the wisdom of building upon the principles contained in the present Social Security Act in affording greater protection to our people, rather than turning to untried and demonstrably unsound panaceas . . . 'It is overwhelmingly important,'" he continued, quoting a message made

four years earlier, "to avoid any danger of permanently discrediting the sound and necessary policy of Federal legislation for economic security by attempting to apply it on too ambitious a scale before actual experience has provided guidance for the permanently safe direction of such efforts . . ."

In commenting on the report of the Social Security Board, the President called attention particularly to the desirability of affording greater old-age security. "The report," he declared, "suggests a twofold approach which I believe to be sound. One way is to begin the payment of monthly old-age insurance benefits sooner, and to liberalize the benefits to be paid in the early years. The other way is to make proportionately larger Federal grants-in-aid to those States with limited fiscal capacities, so that they may provide more adequate assistance to those in need. This result can and should be accomplished in such a way as to involve little if any additional cost to the Federal Government. Such a method embodies a principle that may well be applied to other Federal grants-in-aid."

The President also commented on the desirability of affording greater protection to dependent children and declared that in this field likewise he believed the Board's twofold approach to be sound. "One way," he said, "is to extend our Federal old-age insurance system so as to provide regular monthly benefits not only to the aged but also to the dependent children of workers dying before reaching retirement age. The other way is to liberalize the Federal grants-in-aid to the States to help finance assistance to dependent children."

With respect to coverage of the program, Mr. Roosevelt expressed his belief that under both the Federal old-age insurance system and the Federal-State unemployment compensation system "equity and sound social policy require that the benefits

be extended to all of our people as rapidly as administrative experience and public understanding permit."

The President declared also that while much of the success of the program is due to the fact that all the programs of the act, with one necessary exception, are administered by the States themselves, but coordinated and partially financed by the Federal Government, in some States "incompetent and politically dominated personnel has been distinctly harmful." He recommended therefore that, as a condition for the receipt of Federal funds, States be required to establish and maintain a merit system for the selection of personnel. "Such a requirement," he added, "would represent a protection to the States and citizens thereof rather than an encroachment by the Federal Government, since it would automatically promote efficiency and eliminate the necessity for minute Federal scrutiny of State operations."

Report of the Advisory Council

A series of recommendations relating to modifications of the Federal old-age insurance program were presented in mid-December in the final report of the Advisory Council on Social Security. The Council, which included representatives of employees, employers, and the general public, was appointed in May 1937 by a special committee, named by the Senate Committee on Finance, and the Social Security Board to study the advisability of amending titles II and VIII of the Social Security Act. The Council's recommendations, which at many points parallel those of the Social Security Board, are comprised in three groups relating to benefits under the old-age insurance system, to coverage, and to financing.

With respect to the first, the Council recommended that monthly benefits become payable in 1940 and be increased for workers retiring in the early years of the system. Other recommendations included provision of supplementary benefits to aged wives and widows and to dependent children of insured workers who die. The Council expressed unanimous agreement that it is socially desirable to provide benefits to insured persons who become permanently and totally disabled and to their dependents. Some members of the Council favored immediate inauguration of such benefits while others believed that questions of additional costs and administrative problems

pointed to the need for further study. The Council declared that "The eventual annual cost of the insurance benefits now recommended, in relation to covered pay roll and from whatever source financed, should not be increased beyond the eventual annual disbursements under the 1935 Act."

With respect to coverage, the Council recommended that employees of private nonprofit religious, charitable, and educational institutions be brought into coverage at once. It was declared further that coverage of farm employees and domestic employees is socially desirable and should be effected, if administratively possible, by January 1940; that as soon as feasible the program should be extended to additional groups not now included; and that study should be made of the problems involved in the coverage of self-employed persons and governmental employees.

Among its recommendations on finance, the Advisory Council declared, first, that since the Nation as a whole, apart from the beneficiaries of the system, will derive a benefit from the old-age security program, it is appropriate that there be Federal financial participation by means of revenues derived from sources other than pay-roll taxes. The Council expressed the opinion that it would be sound to distribute eventual costs by means of approximately equal contributions by employers, employees, and the Government. Planning, it was declared, must take full account of eventual costs, which will be far larger than those in the early years. "No benefits should be promised or implied which cannot be safely financed not only in the early years of the program but when workers now young will be old."

Financial arrangements, the Council declared, "should embody provision for a reasonable contingency fund to insure the ready payment of benefits at all times and to avoid abrupt changes in tax and contribution rates." It was recommended further that receipts of taxes under title VIII of the act, less costs of collection, should be credited automatically to an old-age insurance fund. It was the opinion of the Council that this fund should be made specifically a trust fund, with designated trustees, and should be used exclusively for payment of benefits under the program and, in limited part, for costs necessary to administration of the program.

The Council recommended also that considera-

tion of changes in the title VIII tax schedule be postponed until after the rates of 1½ percent each on employer and employee are in effect,¹ to permit accumulation of data on tax collections under varying conditions; on effective coverage under taxes and benefits; on average covered earnings, duration of coverage, time of retirement, and average amount of benefits; on the possibilities of covering farm labor, domestic employees, or self-employed persons; and on the possibilities of introducing new types of benefits. Thorough study is needed also with respect to the timing of contributions by the Government. It was recommended that this problem should be restudied for report not later than January 1, 1942, "as to the proper planning of the program of pay-roll taxes and governmental contributions to the old-age insurance system thereafter, since by that time experience on the basis of five years of tax collections and two years of benefit payments (provided the present act is amended to that effect) will be available." Similar studies should be made at regular intervals following 1942.

Report of the Special Senate Committee to Investigate Unemployment and Relief

Recommendations significant for the social security program are included also in a report issued on January 14, 1939, by the Special Senate Committee to Investigate Unemployment and Relief. In line with its preliminary report, issued in April 1938, the Committee recommended that payment of monthly old-age benefits be inaugurated in 1940; that Federal grants to the States for public assistance and for administration of unemployment compensation be made contingent upon the use of merit systems for the selection of State personnel; and that there be "a complete reorganization and unification" of all agencies dealing with unemployment compensation and employment services. The Committee pointed out that State employment services are financed for the most part by grants by the Social Security Board and declared, "It is impossible for the employment service to serve three masters. The officials administering unemployment insurance in practically every State believe this agency should be transferred to the Social Security Board."

With respect to unemployment compensation, the Committee offered a suggested schedule of

graduated benefits, geared to earnings of workers in various wage classes, as a substitute for individual determination of benefit amounts. It was suggested further that the law might require, for eligibility to benefits, at least 26 weeks of work within the previous 12 months; that the waiting period "may well be stated at one week" and the duration of the benefit period at 13 weeks; and that Federal administrative grants should be contingent upon payment of minimum benefits to be specified in the Federal act.

In connection with the public-assistance program, the Committee pointed to the wide range in payments to the needy by the various States and recommended that the Federal contribution under each of the three programs be 50 percent of the amount paid "but that in those States where the average per capita income is less than the average per capita income of the United States the Federal contribution be increased in proportion to such difference." A condition of the Federal grant, it was added, should be the guarantee of minimum payments of \$15 to the aged and the blind and \$20 per family unit for dependent children.

A major part of the Committee's report was devoted to a work program. "We should have one public-work program administered preferably by a Department of Public Work," the Committee declared, suggesting that such a department include activities now conducted by the Public Works Administration and the Works Progress Administration and coordinate and direct those maintained by the Civilian Conservation Corps and National Youth Administration. The Committee recommended further, with one dissenting vote, that Federal allotments for public work "should be based upon the population of the States as determined by the census and upon the number of unemployed in the various States as ascertained by the unemployment census of 1937 until such time as the employment service is able to currently supply such information."

"Unemployment compensation," the Committee declared, "is designed to provide for workers during periods of sudden or temporary unemployment. Public assistance should have the effect of providing security and support for old people, children, and handicapped persons. Public work should provide employment and a means of livelihood for unemployed workers at times when and as long as private industry cannot use their services."

¹ Under present provisions these rates become effective Jan. 1, 1940.

PROPOSED CHANGES IN THE SOCIAL SECURITY ACT

A Report of the Social Security Board to the President and to the Congress of the United States

LETTER OF TRANSMITTAL

WASHINGTON, D. C., December 30, 1938.

The PRESIDENT,
The White House.

DEAR MR. PRESIDENT: The Social Security Board has regarded as one of its most important responsibilities under the Social Security Act that imposed by the section of the law which charges the Board with "the duty of studying and making recommendations as to the most effective methods of providing economic security through social insurance, and as to legislation and matters of administrative policy concerning old-age pensions, unemployment compensation, accident compensation, and related subjects."

In accordance with this congressional mandate and specific instructions received from you, the Board, since its creation in August 1935, has continuously appraised the operation of those provisions of the act for which it has administrative responsibility. In addition, the Board has carried on extensive studies as to effective methods of providing greater social security for the American people.

The Social Security Board's report, based on these studies and on practical experience in social security administration during the past 3 years, is submitted herewith for your consideration and that of the Congress.

The Board has not undertaken to include in this report the extensive data on which its recommendations are based. However, the Board is prepared to furnish such data and technical assistance as may be desired in connection with any of these recommendations which the Congress may wish to consider.

Respectfully submitted.

ARTHUR J. ALTMAYER, *Chairman.*

REPORT

Through the Social Security Act the people of the United States have established their first Nation-wide and organized system of protection

against prevailing economic hazards. To accomplish this purpose, both the Federal Government and the States have cooperated in these provisions for social security. It has been possible, therefore, to attack Nation-wide problems on a Nation-wide front, and, at the same time, to keep the program practical, flexible, and close to the people.

Possible ways and means of improving and extending the present provisions of the Social Security Act naturally become more apparent as administrative experience increases, as more data become available, and as a better understanding of actual needs develops. Though the Board recognizes that such growth is a continuing essential, it believes that the general approach to social security embodied in the existing act is fundamentally sound.

Through the Social Security Act the people of this country have attacked the problem of insecurity upon two fronts: The act undertakes to provide some measure of protection against present needs arising out of past neglect, and it establishes at the present time basic protection against economic hazards which would otherwise cause future insecurity. To accomplish these purposes the act sets up, in the main, a system of Federal-State cooperation whereby financial resources of the Federal Government are made available to the States to enable them to safeguard their citizens. The only part of the act wholly administered by the Federal Government is the old-age insurance system. Since such a system necessarily operates on a long-term basis, movement of population among the States precludes setting it up on a State-by-State basis.

The changes in the Social Security Act recommended by the Board are designed to promote the objectives of the present law, as regards all the programs under the Board's direction—old-age insurance, unemployment compensation, and public assistance. In addition, the Board makes certain recommendations with regard to general administration and suggests certain considerations relating to health protection. It is the judgment of the Board that these recommended changes

represent practicable next steps toward the goal of adequate security for the American people by liberalizing the benefits payable under the act, by extending its protection to a much larger proportion of our people, and by greatly facilitating administration.

Federal Old-Age Insurance

Although the Federal old-age insurance system is the largest ever put into operation, it has proved to be sound from both the administrative and financial standpoint. In considering the development of this plan, it should be borne in mind that it is separate and distinct from the Federal-State program of old-age assistance. Under Federal old-age insurance, benefits are payable as a matter of right irrespective of individual need, and in relation to past earnings. Under Federal-State old-age assistance, payments are made only on the basis of individual need as determined by the State.

Our present system of old-age security thus embodies two principles: the insurance program related to the individual's past earnings and the assistance program related to his present need. The Social Security Board is convinced that a system of old-age security which attempted to operate on any other principles would be bound to lead to disaster both for the beneficiaries and for the general taxpayer.

The basic problem of old-age insurance is to make the system more immediately and fully operative without destroying the reasonable relationship which must exist in such a program between benefits payable and past earnings. Such a relationship must exist under any system of retirement insurance, whether social insurance or an industrial pension plan, unless the term "insurance" is to lose all its meaning. For the protection of future beneficiaries and future taxpayers it is essential that this reasonable relationship be maintained; just as in the case of old-age assistance it is necessary to maintain a reasonable relationship between assistance granted and the needs of the individual.

The present old-age insurance system, while maintaining a reasonable relationship between past earnings and future benefits, provides proportionately greater protection for the low-wage earner and the short-time wage earner than for those more favorably situated. In other words, it recognizes *presumptive* need as an essential

consideration in any socially adequate old-age insurance system. But the presumptive need toward which social insurance is directed must be distinguished from the specific need, as established by investigation, which public assistance is designed to meet. To allow for presumptive need, the old-age insurance system gives much greater weight to the first \$3,000 of accumulated earnings than to subsequent earnings. It is thus possible for a person retiring in the early years of the system, or for a low-wage earner retiring at any time, to receive very liberal benefits in proportion to his past earnings.

But every worker, regardless of his level of earnings or of the length of time during which he has contributed, will receive more by way of protection than he could have purchased elsewhere at a cost equal to his own contributions. In other words, the system recognizes the principle of individual equity, as well as the principle of social adequacy. It has been possible to incorporate in the system both these aspects of security by utilizing a larger proportion of employers' contributions to pay benefits to those retiring in the early years, and to low-wage earners. A similar procedure is also followed in private pension plans. Such plans recognize that the employer must contribute more liberally in behalf of older workers if they are to have sufficient income to retire.

Benefits

Starting Monthly Benefits in 1940.—The Board believes that the payment of monthly benefits should commence in 1940 instead of on January 1, 1942, as scheduled in the present law. This will be practicable, in the opinion of the Board, since by 1940 a considerable body of administrative experience will have been accumulated, and wage records will have been built up for a period of 3 years.

Because of its nature as an *insurance* program, the Social Security Board does not believe that it is possible to bring under this system all persons who have already retired from gainful employment. Even though it were considered reasonable to pay benefits regardless of the fact that no past contributions had been made either by these individuals or by their employers, it would be impossible to obtain adequate wage records upon which to compute benefits.

Increasing Benefits Payable in Early Years.—The Board also believes that the monthly benefits payable to those retiring in the early years can be increased without increasing the eventual cost of the program.

The cost of any system of benefits will mount rapidly with the passage of time as a larger proportion of the population reaches retirement age. Consequently, a scale of benefits, the cost of which would be altogether reasonable now, might be unduly burdensome at the end of a generation. Therefore, in making increases in benefits, particularly in the early years of a system, it is essential to keep the ultimate financial cost in mind. It is impossible under any social insurance system to provide ideal security for every individual. The practical objective is to pay benefits that provide a minimum degree of social security—as a basis upon which the worker, through his own efforts, will have a better chance to provide adequately for his individual security.

In order to increase benefits for those retiring in the early years, the Board recommends two measures: first, supplementary benefits for aged wives, and second, the use of "average wages" instead of total accumulated wages for the computation of benefits.

Supplementary Benefits for Aged Wives.—The Board suggests that a supplementary benefit be paid for the aged dependent wife of the retired worker which would be related to his old-age benefit. Such a plan would take account of greater presumptive need of the married couple without requiring investigation of individual need. An aged wife would of course be entitled to benefits based upon her own past earnings in lieu of the supplement, if her own benefits were greater. Since in the course of time many women will have developed substantial benefit rights based upon their own past earnings, the cost of providing the supplement for dependent wives would gradually decline, and eventually the additional cost would be reduced to a relatively small amount. In order that greater social adequacy may not be achieved at the expense of individual equity, the Board recommends that the benefits payable to unmarried persons continue to be at least as much as they could purchase from a commercial insurance company with their own contributions.

Utilizing "Average Wages" as Benefit Base.—The Board recommends that benefits be calculated

upon the basis of average wages, rather than, as at present, upon total accumulated wages.

This change would make it possible to increase early benefits and to relate benefits more closely to the previous normal wage income of the individual. It would also eliminate, as the years go by, the large bonus which present provisions would afford those who have had only a brief period of participation prior to the date of retirement. Under the existing law the large credit for the first \$3,000 of accumulated earnings remains in effect regardless of whether a worker retires in the early years of the system or later. This large credit is justified in the early years, since workers and their employers have had an opportunity to make contributions for only a short period of coverage under the system. But it is advisable to safeguard the system against disproportionately large withdrawals in the future in behalf of those who have paid taxes only a short time.

While the Board believes that benefits should be related to the average wage, it recognizes that benefits should also be related to the number of years the individual has been in covered employment and has made contributions. The Board therefore recommends that an insured individual, upon retirement, receive a basic benefit related to his average wages; and that, for every year he has earned more than some small specified amount of wages in covered employment, his basic monthly benefit be increased by a specified percentage. Conversely it recommends that for every year a person does not earn this specified amount of wages, the basic monthly benefit be reduced by the same percentage.

The Board is of the opinion that a percentage decrease for each year not covered is a more equitable approach than that found in most foreign old-age insurance systems which usually require that a person be in covered employment during a specified number of years immediately preceding the date of retirement. As a result, an individual who had been in covered employment a considerable proportion of his working life but not during the last few years before retirement would be ineligible for monthly benefits. Such a provision would, in the Board's opinion, work undue hardship on those who had left covered employment during their later years and would offer undue advantages to those who entered covered employment only during their last

few working years. The system which the Board recommends represents a more flexible and equitable arrangement. It not only protects individuals who have been in covered employment during a considerable portion of their working life, but also safeguards the system as it matures against disproportionate payments to those in covered employment for only a short time.

Benefits for Widows and Orphans.—The Board is of the opinion that old-age insurance should be expanded to include survivors' insurance. The law now provides for single lump-sum cash death payments equal to 3½ percent of the worker's total recorded wages provided he has not during his lifetime drawn benefits equal to this amount. Under a social insurance system the primary purpose should be to pay benefits in accordance with the presumptive needs of the beneficiaries, rather than to make payments to the estate of a deceased employee regardless of whether or not he leaves dependents. The payment of monthly benefits to widows and orphans, who are the two chief classes of dependent survivors, would furnish much more significant protection than does the payment of lump-sum benefits. Such monthly benefits could be provided and still kept within the eventual costs of the present system. There is ample precedent for such provision, since 15 out of 22 foreign old-age insurance systems make provision for survivors' benefits.

The Board is of the opinion that aged widows and younger widows with dependent children should receive benefits, and that benefits should be paid on behalf of children at least until they reach 16 years of age, and until 18 while they are regularly attending school.

Some measure of the need for this protection as it affects children is indicated by experience under the present Federal-State program of aid to dependent children. In 43 percent of these cases the children have become dependent because of the father's death and in an additional 25 percent of the cases, because of the father's disability.

The Board has given much consideration to the feasibility and desirability of providing benefits for widows under 65 years of age who have no young children in their care. The Board believes that only a temporary monthly benefit, covering the period immediately following the husband's death, should be paid in such cases. However, the Board does recommend that all widows of

persons who would have been qualified for old-age benefits, if they had lived to age 65, be entitled to a deferred monthly benefit payable at age 65. Such benefits should bear some reasonable relationship to that which the deceased husband would have received.

Normally, young widows without children can be expected to enter gainful employment, but middle-aged widows frequently find it more difficult to become self-supporting. On the other hand, they are likely to have more savings than younger widows and many of them have children who are grown and able to help them until they reach 65 years of age, when they would be entitled to a widow's benefit under the plan proposed. Though their problems are fully recognized, provision for commencing benefits to widows under 65 with no children would present certain serious anomalies. Any age selected for benefits to begin would appear arbitrary, excluding some widows just below that age. Moreover, the question would arise as to discrimination against unmarried women, who would not receive benefits until they reached 65. Yet if the retirement age for women generally were lowered, the effect would be to discriminate against men and at the same time substantially to increase the cost.

Disability Insurance.—The Board has given much thought to the question of whether the present old-age insurance system should be expanded to include provision for benefits to workers who become permanently totally disabled, before reaching age 65, and to their dependents.

With the single exception of Spain, every other country which has a system of old-age insurance has made provision for permanent disability. One of these countries, Great Britain, includes this provision in its health-insurance system; others relate it directly to old-age insurance.

The Board recognizes that the administrative problems involved are difficult, although it does not believe them insuperable. It also recognizes that provision for permanent total disability would increase the cost of the system both now and in the future. For these reasons it is not making any positive recommendation on this matter at this time. It should, however, be pointed out that the extent to which costs would increase would depend upon the definition of disability which could be made effective. If a fairly strict definition were adopted and maintained,

the Board believes that the additional costs could be kept within reasonable limits. Later, as experience developed, the definition could be made more liberal if this appeared socially desirable. In connection with any permanent total disability program, adequate provision should be made for hospitalization and other institutional care, and for vocational rehabilitation.

Coverage

Extending the Coverage of the System.—The Social Security Board is of the opinion that it is sound social policy to extend old-age insurance to as many of the Nation's workers as possible. It believes that it is administratively feasible to provide this protection for large numbers of people who are not yet covered.

Even with its present limited coverage—estimated to include at any one time only 50 percent of the Nation's gainfully occupied population—at least some small measure of protection is already being furnished by the old-age insurance program to two-thirds of those gainfully occupied. This is due to the fact that a great many persons, usually in excluded occupations, work in covered employment from time to time. It is estimated that, even without any change in the present coverage, 75 or 80 percent of the gainfully occupied persons in this country would eventually have some protection. However, since the adequacy of this protection depends to a considerable extent upon the length of time the individual actually works in covered employment, it is highly desirable that coverage be extended as rapidly as administratively feasible. Extension of coverage would also be necessary in order to protect the financial soundness of the system if the present benefit provisions in the law granting such proportionately large benefits to persons who have been in covered employment only a short period prior to retirement are retained.

Agricultural Labor.—The Board believes that the "agricultural labor" limitation on coverage should be modified. It is, of course, apparent that the problem of covering the independent farmer cannot be finally solved, except as part of a general program to cover the self-employed. It is also recognized that the complete inclusion of employees engaged in agricultural labor is fraught with great administrative difficulties. However, the Board believes that the inclusion of large-

scale farming operations, often of a semi-industrial character, probably would reduce rather than increase administrative difficulties.

At present it is almost impossible to delimit the field of "agricultural labor" with anything like the certainty required for administration and for general understanding by employers and employees affected. The extent of the exception is shadowy indeed where the producer also engages in processing and marketing.

The Board recommends that the language of the present exception relating to "agricultural labor" be modified to make it certain that this exception applies only to the services of a farm-hand employed by a small farmer to do the ordinary work connected with his farm. The Board further recommends that, with a reasonable time allowed before the effective date, the "agricultural labor" exception be eliminated entirely.

Domestic Service.—The Board recommends that the exception of domestic service be eliminated, with a reasonable time allowed before the effective date. It is believed that the principal administrative difficulties with respect to domestic service will be overcome, just as they will be in the case of agricultural labor, when the individuals affected become generally informed as to the benefits and obligations incident to coverage.

Maritime Employment.—There is at present an exclusion of "service performed as an officer or member of the crew of a vessel documented under the laws of the United States or of any foreign country." The legislative history indicates that this exclusion was made because of the administrative difficulties of covering foreign crews on American vessels engaged in foreign trade. The Board recommends that the present exception be redrawn so that exclusion of employment on American vessels be limited to this type of situation.

Nonprofit Organizations.—The Board recommends the inclusion of service performed for religious, educational, charitable, and similar nonprofit organizations. The Board foresees no serious administrative difficulties in such inclusion.

Services Performed for the Federal Government or Its Instrumentalities.—The Board recommends the inclusion of service performed in the employ of the United States or its instrumentalities. The Board anticipates no administrative difficulties in such inclusion. However, in extending old-age

insurance to all employees of the Federal Government, it would be necessary to give consideration to the effect on other retirement systems for Federal employees, with a view either to excluding employees already covered by these systems or to adapting these systems so that they would take account of the basic protection afforded by the old-age insurance system. In any event, the Board recommends an amendment to bring under coverage employees of instrumentalities of the United States, except those which either are wholly owned by the United States or are exempt from the taxes levied under the Social Security Act by virtue of some other act of Congress. The principal "Federal instrumentalities" which would thus be brought into old-age insurance are national banks and State banks which are members of the Federal Reserve System, and building and loan associations which are members of the Federal Home Loan Bank System.

Services Performed for States and Their Instrumentalities.—A number of State and municipal officials have indicated a desire for coverage of State and municipal employees. However, no method has yet been devised which would overcome constitutional difficulties and also protect the old-age insurance system against adverse selection. It is hoped that further study will develop a method which will be constitutional and which will prove mutually advantageous to the States, their employees, and the old-age insurance system. The Board confines its recommendation at this time to the suggestion that the present exclusion of the act be modified so that it applies only to services performed in the employ of a State or a political subdivision or instrumentalities wholly owned by the State or whose functions are such as to raise constitutional barriers to Federal taxation.

Allowing Benefit Credits for Wages Earned After 65.—The Social Security Act as it now stands does not permit workers to gain benefit credit for wages earned after age 65. The taxes paid by employer and employee also stop when the wage earner reaches this age. Lump-sum cash benefits are provided for workers who reach 65 years of age without having worked enough to qualify for a monthly benefit. Such workers, even though they continue in employment, cannot under the present law qualify for annuities. The lump-sum payment is all that is available to

them. The Social Security Board recommends that such workers receive credit for any time that they work after age 65 so that they may qualify for monthly benefits upon retirement at a somewhat later date. This would automatically eliminate the occasion for lump-sum payments at age 65, and at the same time would provide a much greater degree of protection for older workers.

Employer-Employee Relationship.—Old-age insurance coverage is at present limited by the undefined terms "employer" and "employee." The Board recommends that this provision be expanded to the extent feasible to cover more of the persons who furnish primarily personal service. The intention of such an amendment would be to cover persons who are for all practical purposes employees, but whose present legal status may not be that of an employee. At present, for example, insurance, real estate, and traveling salesmen are sometimes covered and sometimes not; the Board believes that all such individuals should be covered.

Casual Labor.—The Board believes it is necessary to retain the existing exclusion of casual labor not in the course of the employer's trade or business, because of the administrative difficulties which otherwise would be involved, with no considerable compensating social advantages. It should be noted that this exclusion is numerically small since labor so excluded must be not only casual but also unrelated to the employer's business.

Self-Employment.—The Board has given considerable study to the possibility of including self-employed persons under the old-age insurance system. However, the Board is not prepared at this time to recommend what it considers a practicable method for extending coverage to such persons.

Contracting Coverage to Prevent Collusion.—Until a practicable means is found for including self-employed persons, the Board recommends that the family employment exclusion, appearing in title IX of the Social Security Act relating to unemployment compensation, be incorporated in the old-age insurance provisions. The Board further recommends that the act be amended so that old-age insurance benefits will not be paid where there has been a contract of employment for the purpose of securing benefits without the performance of bona fide service.

Financing

The Social Security Board is not making detailed recommendations relative to the financing of the old-age insurance system since the Treasury Department is charged with primary responsibility in this regard. However, the Board believes it is essential that any method of financing that is proposed should take into account all probable future disbursements so that the interests of both the prospective beneficiaries and the general taxpayers may be properly safeguarded.

When the system is fully matured, its eventual cost with the changes here recommended—which the Board believes will furnish far greater protection—would be somewhat less than the cost of the present system. The cost of paying benefits in the early years would, however, be greatly increased if the proposed changes were put into effect. If permanent total disability insurance should also be included, the eventual cost, when the system is fully matured, would be somewhat more than the present system.

The existing law contemplates a fully financed system for all time to come. That is to say, it requires that probable future liabilities be taken into account from the very beginning and that a sufficient reserve be set up so that the earnings on the reserve, plus current pay-roll tax receipts, will be sufficient always to cover annual benefit disbursements.

As already stated, if the recommendations of the Board relating to benefits are adopted, early payments under the system will increase substantially. The tax provisions embodied in the present law would probably cover the increased annual cost for the first 15 years. They would also probably provide a small reserve, which would be invested and earn some interest. But when future annual benefit disbursements exceeded annual tax collections plus interest earnings, some other provision would have to be made for the funds which, under the existing plan, would be secured from interest on accumulated reserves. It would then be necessary to do one of two things: increase the pay-roll tax, or provide for the deficiency out of other general taxes.

The Board is of the opinion that it would be sound public policy to pay part of the eventual cost of the benefits proposed out of taxes other than pay-roll taxes, preferably taxes such as income

and inheritance taxes levied according to ability to pay.

The portion of the total costs to be met by taxes other than pay-roll taxes should depend upon the proportion of the general population covered by the insurance system. The wider the coverage, the more extensive this contribution from other tax sources might properly be.

Although the Board believes that contributions to the old-age insurance program should eventually be made out of Federal taxes other than those on pay rolls, it does not believe that such taxes should be substituted for any part of the pay-roll taxes, provided in the present act, or that such other taxes should be used until annual benefit disbursements begin to exceed annual pay-roll tax collections, plus the interest earned on the small reserve which would be accumulated. The Federal Government is already making an annual contribution out of general taxes of almost a quarter of a billion dollars for old-age security, in the form of grants to the States to help finance their old-age assistance programs. Substitution of other taxes for any portion of the pay-roll taxes now provided would increase the disparity between taxes paid and benefits payable in the early years of the system. Those retiring in the early years in any event will receive much greater benefits in proportion to taxes paid on their behalf than those retiring in the later years. Furthermore, while the exact future costs of benefits under the insurance system cannot be determined with any degree of accuracy until more data are available (especially those which will come with the actual payment of benefits to large numbers of people), it is certain that the costs will be great and it is important that Government finances should not suffer through reduction in revenue from pay-roll taxes.

Administrative Changes

The Board recommends a number of changes to improve administration of the present law:

1. Inclusion of a provision requiring employers at the time of wage payment to furnish employees a statement, which they may retain, showing the amount of taxes deducted from their wages under the old-age insurance system.

2. Exclusion of any nominal wages paid to employees of all nonprofit organizations now

exempted from the Federal income tax. Many nonprofit organizations, particularly fraternal organizations, with employees and officers drawing a nominal wage, are now required to make reports and pay taxes for these employees, although the amount of the taxes and prospective benefits involved is negligible.

3. Exclusion from the definition of wages of all payments made by an employer to or on behalf of an employee under a plan or system providing for retirement benefits, dismissal wages, disability benefits, and medical and hospital expenses. The purpose of this proposal is to avoid discouraging plans of the nature described.

4. Simplification of the present provisions with respect to lump-sum payments on death (in case the substantive changes recommended by the Board are not made).

5. Provision that applications for death benefits must be filed within 2 years after date of death.

6. Simplification of the procedure for payment to infants or other legally incompetent persons.

7. Provision making more equitable the recovery by the Federal Government of incorrect payment to individuals.

8. Provision respecting the practice of attorneys and agents before the Board.

9. Provision that findings of fact and decisions of the Board in the allowance of claims shall be final and conclusive. Such a provision would follow the precedent of the World War Veterans Act and of other legislation with respect to agencies similar to the Board which handle a large number of small claims.

10. Clarification of the law regarding services of an employee performing both excluded and included employment.

Unemployment Compensation

The unemployment compensation and public-assistance provisions of the Social Security Act constitute the most comprehensive attempt yet made to utilize a system of Federal-State cooperation for the solution of national problems. To promote State action in unemployment compensation the Federal law establishes a uniform tax payable by employers regardless of whether the State in which they operate has an unemployment compensation law; it then permits employers to offset their contributions under a State unemploy-

ment compensation law up to 90 percent of the total Federal tax. The act also provides that the Federal Government shall make grants to the States to cover the entire necessary cost of proper administration of their unemployment compensation laws.

The recommendations of the Social Security Board relative to unemployment compensation deal with extension of coverage, improvement of Federal-State relationships, and certain technical changes, rather than any fundamental change in the present Federal-State pattern now set forth in the Federal law. Though the adjustment of Federal-State relations is at best a difficult and delicate task, particularly in the field of social legislation, experience so far indicates a large measure of success. The present provisions of the Federal law have proved completely effective in facilitating the enactment of State unemployment compensation laws. These laws and the character of their administration have on the whole been reasonably satisfactory. The inevitable administrative difficulties involved in the inauguration of any large-scale undertaking were accentuated by the fact that in 22 States benefits became payable in January 1938, at a time of unexpectedly heavy unemployment. In spite of these difficulties, the 31 jurisdictions that had begun paying benefits by the end of 1938 have paid out about \$400,000,000 in benefits to approximately 3½ million unemployed workers. The most pressing problem in unemployment compensation at the present time is improvement and simplification of the State laws themselves and of their administration, on the basis of increasing experience.

Employers' Tax and Reporting Procedures

The Board is aware of the suggestion made at the time the Social Security Act was under consideration, that the Federal Government should collect the entire Federal tax and make grants-in-aid to the States, instead of allowing an offset on the Federal tax. It was argued that such a method would relieve employers of the necessity of making tax reports to both the State and the Federal Government. It is true that this would be of some advantage, particularly to employers operating in more than one State. However, at present, the State unemployment compensation agencies need detailed information concerning the

past working history of persons claiming benefits in order to determine the amount due them. If employers did not report directly to the State agencies, it would either be necessary for the Federal Government to furnish the State agencies the required information, or it would be necessary for the States to develop benefit procedures which would eliminate detailed reporting. Neither the Federal Government nor the States have had sufficient experience to warrant an opinion as to the feasibility of such a drastic change.

The Board, however, does recommend that the Federal unemployment compensation tax provisions be combined with those for old-age insurance which relate to employers. Such a combination would have the advantage of relieving employers from making two separate Federal tax returns. This arrangement would, of course, not affect the present offset provision or the present use of the proceeds of the two separate taxes.

Extension of Coverage

Regardless of whether the two taxes are combined, the Board recommends that the coverage of unemployment compensation be made similar to the coverage already recommended for old-age insurance, with certain exceptions to be discussed later. Even though the tax provisions were not combined, there would be great advantages in making the provisions of the two programs identical with respect to employers affected by both. Such a change would make it possible to simplify employers' recordkeeping and reporting to the Federal Government, as well as to the States, since the latter would undoubtedly adjust their State laws accordingly.

The suggested combination of the unemployment compensation tax provisions with the old-age insurance tax provisions or any broadening of Federal unemployment compensation provisions (with the exception of maritime employment) should not become effective before January 1, 1941, since it would be necessary to give the States ample opportunity to amend their laws accordingly. This would also give the State unemployment compensation agencies sufficient time to perfect their administrative organization and procedures.

In unemployment compensation as in old-age insurance, the Board believes that it is adminis-

tratively feasible and in accordance with sound social policy to include the employments not covered by present Federal provisions, with the exceptions hereafter discussed.

Problems Relating to Agricultural Employment.—

The situation of agricultural employees is frequently different from that in most other occupations. Farm employees often either own small farms of their own, or live in homes provided by the employer with the use of land and equipment to produce a part of their subsistence. While it seems feasible to cover such persons in old-age insurance, in unemployment compensation there are unusual problems. For example, in many cases it would be extremely difficult to determine whether the individual should be considered "unemployed," or whether he is normally working for himself. While some foreign systems have been extended to cover agricultural employees, it must be recognized that the agricultural wage-earning group in this country is much less clearly defined. It therefore appears inadvisable to recommend at this time the extension of unemployment insurance to cover all agricultural employees. However, just as in the case of old-age insurance, the Board recommends that the language of the present exception relating to "agricultural labor" in any event should be modified to make certain that this exception applies only to the services of a farmhand employed by a small farmer to do the ordinary work connected with his farm. The Board will continue to study the problems involved and will make every effort to develop practical ways and means of bringing about extension to all agricultural employees.

Problems Relating to Domestic Service.—In the case of domestic service in a private home, the difficulties of extending unemployment compensation are far less serious than in agriculture. The fact of unemployment is much easier to determine. The chief problem here relates to the determination and collection of contributions. The Board believes domestic employees can and should be covered by the unemployment insurance provisions of the act, provided sufficient time is allowed for the States to perfect their administrative procedures.

Problems Relating to State and Federal Employment.—Employment by a State government or its instrumentalities must continue to be excluded from Federal unemployment compensation provisions for the reasons cited in connection with old-

age insurance. The Board does not believe there would be any great advantage in including Federal employees under the unemployment compensation provisions. Civil-service employees are, for the most part, already protected against the hazard of unemployment, and it would probably be more practical to provide for non-civil-service employees through some form of dismissal wage rather than through establishing a special Nation-wide unemployment compensation system.

However, the Board does believe that so-called instrumentalities of the Federal Government which are not wholly owned by it—such as national banks—should be brought into State unemployment compensation as well as under old-age insurance.

Nonprofit Organizations.—The Board recommends the inclusion of service performed in the employ of nonprofit organizations. The Board anticipates no serious administrative difficulties in such inclusion.

Family Employment.—In order to avoid serious administrative difficulties in the payment of unemployment compensation benefits, the Board believes that the exclusion of family employment should be retained.

Including Employers of One or More Employees.—The Board recommends that the present Federal restriction to employers who have had 8 or more employees in 20 or more weeks during the year be eliminated so that the unemployment compensation provisions would cover all those having one or more employees, just as in the case of old-age insurance. Twenty-four State unemployment compensation laws already cover smaller employers than those included in the Federal act as it now stands; of these, 10 cover employers of one or more.

Employer-Employee Relationship.—The Board recommends that the changes to broaden and clarify these terms, already described in connection with old-age insurance, be also incorporated in the Federal provisions for unemployment compensation.

General.—The Board recommends that the Federal pay-roll tax in connection with unemployment compensation be limited to the first \$3,000 of annual wages, if that maximum is retained in the old-age insurance tax provisions. Though the Board recognizes that such a limitation would reduce revenue somewhat, it believes that this

disadvantage would be counterbalanced by the advantages to be derived from making the Federal tax provisions identical for both programs.

If unemployment compensation coverage is extended to employers of one or more, the Board believes it will be necessary to exclude—for the same reason as in old-age insurance—casual labor not in the course of the employer's trade or business.

Unemployment Compensation for Seamen

Under the Constitution it is impossible to confer upon the States jurisdiction over maritime employment to the extent necessary to meet the needs of unemployment compensation. Therefore, in order to afford such protection to seamen, it would be necessary to pass a Federal act. The Board recommends that such an act be passed covering all maritime employment which it is not possible or practicable to bring under State laws, with the exceptions noted under old-age insurance.

State Personnel

Under the present Federal law, before a grant to a State for unemployment compensation administration may be certified, the Social Security Board must find that the State law includes provisions for "such methods of administration (other than those relating to selection, tenure of office, and compensation of personnel) as are found by the Board to be reasonably calculated to insure full payment of unemployment compensation when due." In another section, the Board is required, in making such grants, to determine the amount "necessary for proper administration" of the State law.

The Board believes that proper administration must necessarily include adequate provision for the selection, tenure of office, and compensation of personnel. Therefore it may be argued that a conflict exists in the present Federal provisions. The Board believes this should be resolved by repealing the parenthetical language quoted above.

In the opinion of the Board it is sound policy for the State unemployment compensation agencies to have entire authority and responsibility for the selection, tenure of office, and compensation of individual employees. But this authority and responsibility should be exercised in ac-

cordance with a systematic merit system for the establishment and maintenance of desirable personnel standards. The Board therefore recommends that for the parenthetical language already quoted, there be substituted language requiring that methods of State administration shall include procedures for the establishment and maintenance of personnel standards on a merit basis.

Such merit systems should include, as does the Federal civil-service law, prohibition against political solicitation and political activity, since the salaries of State unemployment compensation personnel are paid entirely out of Federal funds.

Thirty-nine State unemployment compensation agencies already operate under a general State civil-service law or in accordance with a merit system established for or by the agency itself. The effect of this suggested amendment would simply be to make personnel practices already put into operation by a large majority of States more general.

The Board believes that requiring the State agencies to establish a merit system would place Federal-State relations on a more stable and automatic basis. In actual experience the result of establishing an adequate State personnel system has been to eliminate the necessity for detailed Federal scrutiny of operation, and the possibility of misunderstanding and conflict in Federal-State relations. The suggested requirement thus constitutes not an encroachment of Federal authority in State operations, but rather a protection to the States against undue interference with their administrative functioning.

The establishment of a merit system also protects taxpayers and beneficiaries within the State, inasmuch as it materially reduces the hazard that administration will become so unsatisfactory that the State law can no longer be certified by the Board as meeting the administrative standards of the Federal act. Such inability to certify means that employers in a State would be required to pay to the Federal Government 100 percent instead of 10 percent of the Federal tax, in addition to paying their full tax under the State unemployment compensation law. Up to the present the Board has not found it necessary to withhold certification in the case of unemployment compensation, although it has been necessary to take such action regarding public-assistance grants. Effective safeguards should

be set up, in order to eliminate the possibility that the derelictions of their public servants may bring such a penalty upon innocent citizens of a State.

Unification of Unemployment Compensation and Employment Service

In order to promote effective administration, the Board recommends that the administration of unemployment compensation and of the United States Employment Service be unified in a single Federal bureau, in such a way that the specialized functions of each are not only protected but strengthened. In all other countries having unemployment compensation systems, a single governmental agency administers both the placement function and the insurance function. This has been found necessary because of the close relationship essential to the proper carrying out of these two functions. In this country each is under a separate Federal agency, although in all the States but one a single State agency administers the unemployment compensation law and operates the State employment service.

The Social Security Act provides that unemployment compensation may be paid through public employment offices or such other agencies as the Social Security Board may approve. The Board has fully recognized the desirability of paying claims through public employment offices, in order to aid the unemployed worker in finding new employment, and to reduce the amount of unemployment compensation claims to a minimum. It has, therefore, not approved of payment of unemployment compensation claims through any agencies other than employment offices.

Recognizing the necessity for an efficient employment service as a part of the proper administration of a State unemployment compensation law, the Board has made grants to the States for the administration of their employment services. The Board has realized that it would be uneconomical, undesirable, and impracticable to have two employment services—one for workers covered under the unemployment compensation laws and one for workers not so covered. Therefore, it has encouraged the States to affiliate with the United States Employment Service and to match the Federal funds available in connection with that service.

All the States have taken this action. The Federal funds available to them from this source have been substantially augmented by grants from the Social Security Board. Of the total funds now being expended for the operation of the expanded Federal-State employment service, approximately 80 percent is provided by grants from the Board, 10 percent by grants from the United States Employment Service, and 10 percent by the States themselves.

From the outset the Board has recognized the necessity for coordinating and integrating its unemployment compensation functions with those of the United States Employment Service, in order to avoid the dilemma in which the State agencies would be placed if obliged to deal with two Federal agencies having conflicting standards and policies. The Board, therefore, negotiated an agreement with the Secretary of Labor whereby the United States Employment Service and the Board's Bureau of Unemployment Compensation would act as if they were a single agency. This joint agreement has promoted a considerable degree of coordination and integration. But complete integration is necessary in the interests of economy, efficiency, and good will. The day-to-day activities of the local employment offices, through which unemployment compensation claims are paid, are closely interrelated and vary in such a way between unemployment compensation and placement work that it is necessary for a considerable portion of the employees to be available for transfer from one function to another as occasion requires. Only unified supervision and direction can properly protect and integrate the various functions that must be performed if unemployed workers and employers are to be served adequately.

Other Administrative Changes

The Board recommends a number of other changes designed to improve the administration of the present program:

1. Increasing the authorization for the annual appropriation of Federal funds to assist the States in the administration of their unemployment compensation laws. The present maximum of \$49,000,000 is clearly insufficient to cover the necessary cost of proper administration. The Board recommends that the maximum be raised to \$80,000,000. The history of this legislation

indicates that Congress intended that the 10-percent net proceeds of the Federal tax should cover the entire cost of administration. An authorization of this increased amount would still be covered by the probable proceeds of this tax.

2. Supplementary provisions authorizing the Social Security Board to enforce requirements that expenditure by State officials of Federal funds be in accordance with the purposes authorized by the act.

3. Changing the base of the pay-roll tax from "wages payable" to "wages paid," thus making it the same as that for old-age insurance taxes.

4. Permitting the employers to offset against their Federal tax, up to the 90-percent maximum, all contributions made under State unemployment compensation laws, regardless of whether or not the latter are made with respect to employment as defined under the Federal law.

5. Exclusion of nominal wages paid to employees of nonprofit organizations, as already recommended under old-age insurance.

6. Exclusion from the definition of wages of all payments made by an employer to or in behalf of an employee under any benefit plan or system, as described in the identical recommendation made with regard to old-age insurance.

7. Extending the time within which credit may be claimed under the Federal taxing provisions in cases where the employer has paid his State tax on time, but has paid it to the wrong State.

8. Authorizing the States to make their unemployment compensation laws applicable to persons employed upon land held by the Federal Government, such as employees of hotels in national parks. Congress has already enacted a statute giving the States authority to apply their workmen's compensation laws to such employees.

9. Clarification of the language excluding State instrumentalities to indicate that the exemption applies to any instrumentality wholly owned by the State or political subdivision, as well as to those which would be exempt under the Constitution.

10. Clarification of the law as regards services of an employee performing both excluded and included employment. The same recommendation is made in connection with old-age insurance.

11. Clarification of the provisions relating to so-called "merit rating" or "experience rating" under State unemployment compensation laws.

Public Assistance

The Social Security Act offers the States Federal aid in providing public assistance for three groups of the needy—the aged, the blind, and dependent children. The Nation-wide development of these programs since the passage of the act leaves no question as to the effectiveness of this Federal legislation in promoting more systematic, equitable, and humane assistance to these needy men, women, and children.

As a result of the Federal grants-in-aid which the act makes available, all the States and Territories and the District of Columbia have joined in the Federal-State old-age assistance program. Forty States, the District of Columbia, and Hawaii are taking part in the program for aid to dependent children, and the same number in aid to the needy blind. By the close of 1938 some 1,771,000 old people, 636,000 children, and 42,000 blind were thus being aided from combined Federal and State funds. The total amount of Federal and State aid given during the current fiscal year will approximate half a billion dollars.

The Board recommends no fundamental change in Federal-State relations as regards public assistance. It believes, however, that certain substantive and procedural changes can be made which will greatly strengthen and improve the protection now afforded.

Old-Age Assistance and Aid to the Blind

At the present time, in addition to reimbursing the States for 50 percent of their assistance payments to the needy aged and needy blind (subject to a maximum of \$30 a month for each person aided), the Federal Government makes an additional grant of 5 percent which the State may apply to administration. This flat 5 percent does not represent an adequate Federal contribution for proper administration; and the Board, therefore, recommends that the law be amended so that Federal grants may reimburse the States for 50 percent of the necessary cost of proper administration.

Aid to Dependent Children

The Board strongly recommends that grants-in-aid to the States for aid to dependent children be placed on the 50-percent matching basis already in effect for the other two programs. At the

present time the Federal Government contributes only one-third of the payments made by the States to dependent children. As a result, fewer States are participating in this program, and in many of the States that are participating, the level of assistance for dependent children is lower than that for the aged and the blind. The number of old people now being aided through Federal grants is three times as large as the number of dependent children. But the actual number of dependent children in need of assistance and eligible under Federal and State standards is probably fully as large as the number of needy aged now receiving assistance.

At present the maximum amounts which may be taken into consideration in making Federal grants are \$18 a month for the first child and \$12 for each additional child in the family. The Board recommends that these maximum limitations be raised to the same maximum as that provided in the case of needy aged and needy blind.

In addition to these changes in the basis of Federal matching, the Board recommends that the age limit for dependent children should be raised in the Federal law from 16 to 18 when the child is regularly attending school. This would recognize the present desirable tendency for children to finish high school before seeking permanent employment.

For aid to dependent children the Federal law already provides that the cost of administration shall be reimbursed by the Federal Government in the same proportion as the cost of assistance. This should be retained in placing Federal grants for this program on an equal matching basis.

Public Assistance for Indians

A number of States have a considerable Indian population, some of whom are still wards of the Federal Government. The Board believes that, with regard to certain Indians for whom the Federal Government is assuming responsibility in other respects, and who are in need of old-age assistance, aid to the blind, or aid to dependent children, the Federal Government should pay the entire cost. If this provision is made, the Board should be authorized to negotiate cooperative agreements with the proper State agencies so that aid to these Indians may be given in the same manner as to other persons in the State, the only

difference being in the amount of the Federal contribution. The Board believes that it should also be given authority to grant funds to the Office of Indian Affairs for this purpose, if that appears more desirable in certain circumstances.

Variable Grants

Federal grants-in-aid under the three public-assistance provisions of the Social Security Act will total approximately a quarter of a billion dollars during the current fiscal year. These grants are made to all States on the same percentage basis, regardless of the varying capacity among the States to bear their portion of this cost. The result has been wide difference between the States, both in number of persons aided and average payments to individuals. Thus, in the case of old-age assistance the number of persons being aided varies from 54 percent of the population over 65 years of age in the State with the highest proportion to 7 percent in that with the lowest proportion. Similarly State averages for payments to needy old people range from about \$32 per month to \$6. While these variations may be explained in part on other grounds, there is no question that they are due in very large measure to the varying economic capacities of the States.

The Board believes that it is essential to change the present system of uniform percentage grants to a system whereby the percentage of the total cost in each State met through a Federal grant would vary in accordance with the relative economic capacity of the State. There should, however, be a minimum and maximum limitation to the percentage of the total cost in a State which will be met through Federal grants. The present system of uniform percentage grants results at best in an unnecessarily large amount of money flowing in and out of the Federal Treasury, and at worst in increasing the inequalities which now exist in the relative economic capacities of the States.

The Board believes that, with such large sums involved, it would be desirable to establish an interdepartmental agency representing the various governmental departments which collect and analyze economic data having a bearing on the relative economic capacity of the various States. Such an agency could be given the responsibility of determining the relative economic capacity of

the various States, upon the basis of which the varying percentages of Federal grants would be computed.

State Personnel

With regard to requiring States to establish merit systems for the selection and maintenance of personnel, the Board makes the same recommendations for public assistance as for unemployment compensation. These—and the reasons therefor—have already been set forth. It should be noted that in 19 States public-assistance agencies already operate under a systematic merit system and that in varying degrees all the States have set up objective standards of some sort for the selection of public-assistance personnel. In public assistance, as in unemployment compensation, this provision would strengthen State administration, safeguard taxpayers and beneficiaries, and place Federal-State relations on a more stable and automatic basis.

Disclosure of Confidential Information

The Board recommends that State public-assistance plans be required, as one of the conditions for the receipt of Federal grants, to include reasonable regulations governing the custody and use of its records, designed to protect their confidential character. The Board believes that such a provision is necessary for efficient administration, and that it is also essential in order to protect beneficiaries against humiliation and exploitation such as resulted in some States where the public has had unrestricted access to official records. Efficient administration depends to a great extent upon enlisting the full cooperation of both applicants and other persons who are interviewed in relation to the establishment of eligibility; this cooperation can only be assured where there is complete confidence that the information obtained will not be used in any way to embarrass the individual or jeopardize his interests. Similar considerations are involved in safeguarding the names and addresses of recipients and the amount of assistance they receive. Experience has proved that publication of this information does not serve the avowed purpose of deterring ineligible persons from applying for assistance. The public interest is amply safeguarded if this information is available to official bodies.

Administrative Changes

The Board recommends a number of minor technical changes to clarify and simplify existing Federal public-assistance provisions: Of these the most important is provision for a different method of settlement with the States for amounts recovered from the estates of deceased recipients of old-age assistance. At present the States are not required to make collections against the estates of deceased recipients; nor does the Board propose that any such requirement be set up. However, a number of States do make such collections in accordance with their own plans. The present method of settlement between the States and the Federal Government in such cases creates needless administrative difficulties which can readily be eliminated by permitting the Federal Government to offset its pro rata share of the amounts recovered against the next payment made by it to the State.

Health

The Chairman of the Social Security Board is a member of the Interdepartmental Committee to Coordinate Health and Welfare Activities which has presented to the President a long-range National Health Program. The Board is of the opinion that the enactment of the National Health Program would not only result in meeting more adequately the needs of those now receiving aid under the Social Security Act, but would also have a material effect in reducing the future cost of public assistance under the act.

Recommendation V of the National Health Program calls for insurance against loss of wages during disability not arising out of employment. The Board believes that adoption of this recommendation would go far toward completing the protection now afforded workers against loss of wages. The present State workmen's compensation laws offer protection against loss of wages resulting from injury arising out of employment. The State unemployment compensation laws furnish some protection against wage loss due to unemployment. The Federal old-age insurance system will provide protection against permanent loss of wages due to old age. But, though some workers have some protection through voluntary insurance, no comprehensive protection yet exists

against unemployment due to disability not connected with employment.

As already indicated in the discussion of old-age insurance, the Board believes that if protection against wage loss due to permanent total disability is provided, it should be linked with that program since permanent disability is most likely to occur among older workers, and the permanently disabled worker leaves the labor market in much the same sense as does the aged person. Another reason for linking permanent total disability with old-age insurance is that the latter is on a Federal basis. The load would thus be more evenly distributed among the States than would be possible if permanent total disability were administered on a State-by-State basis, since some States have higher proportions of the older persons among whom disability more frequently occurs.

As regards temporary disability compensation, the Board believes that this can be placed on a State basis following the precedent of unemployment compensation. The Board recommends that if such a program is inaugurated, it incorporate taxing and grants-in-aid provisions like those in operation for unemployment compensation—that is, provision for a uniform, Federal pay-roll tax against which employers would be permitted to offset a substantial percentage of their contributions under State laws for this purpose. If Congress should not wish to levy an additional pay-roll tax at this time, this offset might be allowed against the present tax levied upon the employer under the old-age insurance system. But it should be realized that this would materially reduce the proceeds available for future old-age insurance benefits. The Board estimates that a system of temporary disability compensation would involve a cost of approximately 1 percent of wages. If a State levied a tax of 1 percent payable equally by employers and employees, allowance to employers of an offset up to 90 percent of a Federal tax of one-half of 1 percent would be sufficient to enable the States to provide temporary disability compensation, without the risk of unfair competition on the part of employers in other States that fail to pass such legislation. In order to afford the States ample opportunity to enact the necessary legislation, the Board recommends that any

Federal action in this field should not be made effective prior to January 1, 1941.

General

The Board recommends the following amendments of a general character. These are to a large extent self-explanatory:

1. An amendment to prohibit the disclosure of information obtained by the Board or its employees except under certain restricted conditions related to proper administration. The provisions

which the Board recommends are similar to those already applicable to the Veterans' Administration.

2. An amendment to confer upon the Social Security Board the power to issue subpoenas, administer oaths, and examine witnesses and the like in connection with its administration of the Social Security Act. This recommendation is in line with the authority conferred on numerous other administrative agencies, such as the Veterans' Administration, the Federal Trade Commission, and the Securities and Exchange Commission.

THE EFFECT OF A SHORTENED WAITING PERIOD ON UNEMPLOYMENT BENEFIT COSTS

HARRY J. WINSLOW*

The waiting period required under unemployment compensation laws serves a dual purpose. It allows time for the determination of an unemployed worker's benefit rights, and it protects the unemployment fund from heavy withdrawals for benefit payments to workers whose unemployment is of short duration. As States gain in administrative experience, the first purpose of the waiting period will decline in importance, leaving only the cost factor as of primary significance in determining whether the waiting-period requirements of State laws may be liberalized without jeopardizing the solvency of the State unemployment fund.

The Committee on Economic Security based its analysis of the cost of unemployment compensation in the United States on estimates of the average distribution of the duration of unemployment over the period 1923-33. According to these estimates, 17.1 percent of the total compensable wage loss for the period occurred among workers whose unemployment was of no more than 3 weeks' duration.¹ Since these same estimates indicated that 13.2 percent of the compensable wage loss occurred among workers unemployed 2 weeks or less, it was believed that a 3-week waiting period would conserve a significant proportion of the fund for compensating workers with longer spells of unemployment.

The Committee's estimates of the duration of unemployment, on which its cost figures were based, were derived from the few studies of the duration of unemployment then available; all these studies were limited to brief periods of time, and most of them were based on small samples. The lack of a series of comparable studies indicating the changing pattern of duration in relation to changes in business conditions made the task of

estimating an average duration distribution for the years 1923-33 extremely difficult.

Since 1935, when the Committee's estimates were made, additional and more comprehensive data have become available for computing the duration of employment and unemployment. The estimates which are here presented are based on a technique for analysis of these data to provide for a continuous time series of duration distributions.² This technique has made possible more adequate estimates of the cost of changes in waiting-period requirements for particular years and for a period of years.

The waiting-period requirements established in State unemployment compensation laws differ widely. The most frequent provision calls for a waiting period of 2 weeks within the 13 before benefits are payable. In a smaller number of States the requirement is 3 weeks in 13. In addition, most of these laws limit the maximum weeks to be served in a specified period. In most cases the maximum is 5 in 65; in the others it is 3 additional weeks in the benefit year. A few States require 2 and a few 3 weeks of waiting in the 26 weeks before benefits are paid; one State requires 2 consecutive weeks in 52, another 3 consecutive or 5 nonconsecutive weeks in 52, another 4 nonconsecutive weeks in 52. Altogether, in all but 11 jurisdictions, there is some limitation on the number of waiting-period weeks that must be served over a specified period. In most States, 2 weeks of partial unemployment count as 1 waiting-period week.

Recently, numerous proposals have been advanced for the modification of these waiting-period requirements. It is increasingly evident that a long waiting period involves considerable hardship for many claimants and may necessitate their applying for relief before unemployment benefits are payable. The proposal most widely advocated

*Bureau of Research and Statistics, Division of Unemployment Compensation Research. This article is taken from a more extensive study which includes a discussion of the techniques used in the estimates. A limited number of copies will be available for administrative use on request addressed to the Bureau of Research and Statistics, Division of Unemployment Compensation Research.

¹ *Social Security in America; The Factual Background of the Social Security Act as Summarized from Staff Reports to the Committee on Economic Security*. Washington, Social Security Board Publication No. 20, p. 87, 1937.

² The technique used in the making of these estimates has been developed by the author over the past several years. It is based essentially on the use of labor turn-over rates to measure rate of change in the volume of employment and unemployment. The mathematical theory and basic assumptions underlying the method are set forth in an article issued by the Bureau of Research and Statistics, *A Dynamic Analysis of Unemployment Statistics*.

at the present time is the requirement of a single waiting period of 2 weeks in a benefit year, with weeks of partial unemployment (as defined in the State law) counting as waiting-period weeks. These waiting-period weeks may be consecutive or nonconsecutive.

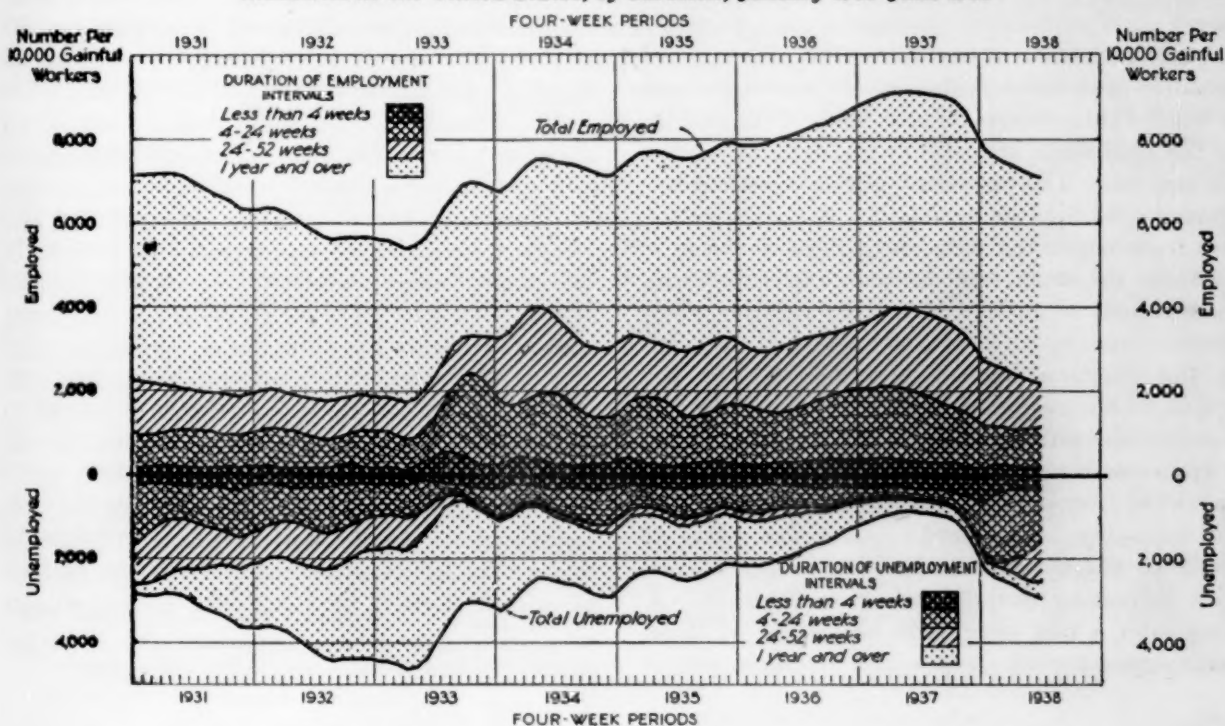
How costly would such a change be? It is obvious that the additional cost resulting from a shortening of the waiting period to 2 nonconsecutive weeks in 52 will vary from State to State, depending on the particular provisions now in effect in the State, as well as on differences in industrial structure. The data on which the cost estimates here presented are based relate to the years 1931 through 1938 and to gainful workers in the manufacturing industries only. The cost of several different changes in waiting-period requirements have been computed; the basic estimates are those for the increase in cost which would result from a reduction of the waiting period from 4 to 2, and from 3 to 2, nonconsecutive weeks in 52 before benefits are payable, assuming uniform provisions throughout the United States. The cost figures which are presented here are, therefore, not directly applicable to any one State, but they will serve as a general measure of cost differences for

the United States as a whole and should permit any State agency to figure roughly the cost differentials if the waiting-period provisions of the State laws were liberalized.

Waiting-Period Factors Affecting Costs

The two principal factors directly affecting the costs of unemployment benefits under different waiting-period requirements are the duration of unemployment and the maximum duration of benefit payments allowed workers with long spells of unemployment. High costs are not necessarily associated with the existence at any given time of large numbers of unemployed workers, for many of the workers who were last employed in covered occupations may have long since exhausted their benefit rights. The most important single influence on costs is the rate at which workers are separated from compensable employment. For example, if large numbers of workers are separated from their jobs each week during the first 2 years of a prolonged depression, large numbers of workers will receive benefits for the maximum duration allowable under the State law and will probably remain unemployed for a long time beyond the compensable period. After several years during

Chart I.—Estimated distribution of employment and unemployment per 10,000 gainful workers in manufacturing industries in the United States, by duration, January 1931–June 1938



which there has been no marked increase in employment, a large proportion of these unemployed workers will form a stagnant group, or "hard core," with no unemployment benefit rights and practically no immediate chance of returning to employment. At such a time the rate of separation from employment will have slowed down to the extent that only a small proportion of the total number unemployed will have been separated recently enough to be eligible for benefits.

The second major factor influencing costs is independent of employment conditions. It is dependent on the statutory maximum number of weeks of benefits which an individual worker may draw within his benefit year before he exhausts his benefit rights. In the following analysis a flat duration period of 16 weeks has been assumed for all workers who qualify for benefits.

Duration of unemployment may be measured in terms of a single spell of unemployment, such as the number of days or weeks between the time when a worker is separated from employment and the time when he is reemployed. Or it may be measured in terms of the aggregate number of weeks of unemployment an individual experiences over the period of a year or some other definite time interval. Still a third concept of duration of unemployment is used here; it was chosen because it is adapted to use in actuarial calculations based upon probability considerations. In measuring the duration of unemployment, the interval in weeks is counted back from a given day, such as the Saturday nearest the fifteenth of the month, to the time when the worker was separated from his last job. The particular worker's spell of unemployment does not necessarily terminate on the day from which the duration is figured but may continue for some time beyond. In computing distributions of unemployment by duration, each worker unemployed as of a given date is classified in the duration interval distinguished by the length of his unemployment from that date. A duration distribution may thus be considered as a cross section of total unemployment counted backward from a given day. The total group of the unemployed is arrayed in successive strata or levels of unemployment duration in accordance with increasing duration of unemployment. A week later a new group will be formed of those unemployed 1 week or less, and all other groups

will be moved forward into the next higher duration classification.

Dynamic Aspects of a Duration Distribution of Unemployment

Unemployment duration is a dynamic phenomenon. Extensive changes in employment and unemployment can take place within the brief space of a month so that the number of persons employed in one month may be much higher or much lower than the figure for the following month. The rapidly changing volume of employment is reflected in the proportionate distribution of the unemployed by duration of unemployment. Just as increased or decreased volumes of employment can be attributed to cyclical, seasonal, and accidental influences, so can variations in successive duration distributions of unemployment be traced to the same causes. The dynamic nature of a duration distribution of unemployment necessitates techniques of measurement different from those used for more stable characteristics of a population. Whereas shifts in the age distribution of a population take place slowly, a duration distribution of unemployment may change completely within a few months.

Chart I illustrates the dynamic nature of the duration of employment and unemployment. It shows distributions of unemployment among gainful workers in manufacturing industries for the United States by duration for each 4-week period starting with January 1931 and ending with June 1938. Thus, 13 duration distributions are shown for each year except 1938. Corresponding duration distributions of employment are also charted to illustrate the relationship between the two groups. Duration of employment is defined in the same manner as duration of unemployment, namely, the interval of each worker's employment measured from a fixed date back to his last spell of unemployment. The number of workers plotted as ordinates on the chart is expressed as the number per 10,000 gainful workers estimated for the given year.³ The number of workers in any duration interval divided by 10,000 will give the proportion of all gainful workers of the universe in that particular duration class, and if the number of gainful workers in a universe having similar

³ Estimates of the size of the gainful worker universe for each year were adjusted by allowance for changes in employment opportunities.

unemployment characteristics is multiplied by the proportion per 10,000, the frequency or number in a given duration interval will be obtained.

The duration distributions in chart I are made up of four principal duration classes: 0-4 weeks, 4-24 weeks, 24-52 weeks, 52 weeks and over. These groups are indicated by cross-hatched areas. Each change in duration can be traced by noting the change in width of each duration belt on the chart. The 0-4 week duration belt of unemployment is the area lying directly below the horizontal axis, which is the dividing line between the employed and unemployed groups. The 4-24 week duration belt is the area directly below the 0-4 week belt, and so on. The total width of the four belts at any given point of the horizontal axis represents the total volume of unemployment per 10,000 workers at the designated period of the year.

Average Duration Distribution of Unemployment

Duration distributions are extremely sensitive to seasonal, accidental, and cyclical changes in employment. A single distribution as of a given date is rarely typical of the duration condition existing for that year. A satisfactory measure of duration for a given year is an average duration

distribution found by averaging corresponding class intervals in the 13 distributions for 1 year. This is the most useful and practical form of duration distribution for estimating costs, since it permits the calculation of the man-years of time involved in a given duration interval in a particular year.

Table 1 shows the average distribution of unemployment for gainful workers in manufacturing industries for each year over the period 1931-38 by duration. The duration distribution for 1938 is based on the first 6 months of the year and is not necessarily indicative of the average duration that will result when distributions for the remaining 6 months are included.

The figures in table 1 are presented in the form of a cumulative distribution, since this is the most useful form for cost estimates. In this form each successive duration level includes all the frequencies of shorter duration, so that successive classes read less than 1 week, less than 2 weeks, less than 3 weeks, and so on. The class intervals in the table progress by 1-week increments from 0 to 4 weeks, by two 4-week increments from 4 to 12 weeks, by 1-week increments from 12 to 20 weeks, and by 4-week increments from 20 to 52 weeks. A single detached increment is given for the group unemployed 52 weeks and over.

Table 1.—Estimated cumulative man-years of time lost by unemployed workers in manufacturing industries in the United States, 1931-38, by duration of unemployment ¹

(Per 10,000 gainful workers)

| Duration | 1931 | 1932 | 1933 | 1934 | 1935 | 1936 | 1937 | 1938 ² |
|-------------------------|-------|-------|-------|-------|-------|-------|-------|-------------------|
| Total..... | 3,125 | 4,076 | 3,859 | 2,748 | 2,370 | 1,806 | 1,056 | 2,620 |
| Less than 1 week..... | 66 | 61 | 58 | 77 | 68 | 72 | 103 | 94 |
| Less than 2 weeks..... | 131 | 121 | 112 | 149 | 132 | 138 | 192 | 188 |
| Less than 3 weeks..... | 195 | 179 | 163 | 217 | 191 | 199 | 268 | 282 |
| Less than 4 weeks..... | 258 | 236 | 210 | 280 | 247 | 254 | 333 | 375 |
| Less than 8 weeks..... | 499 | 455 | 370 | 496 | 435 | 433 | 514 | 746 |
| Less than 12 weeks..... | 717 | 636 | 496 | 659 | 582 | 561 | 609 | 1,096 |
| Less than 13 weeks..... | 768 | 698 | 524 | 693 | 613 | 587 | 625 | 1,176 |
| Less than 14 weeks..... | 810 | 757 | 550 | 725 | 643 | 611 | 638 | 1,259 |
| Less than 15 weeks..... | 869 | 813 | 575 | 754 | 671 | 633 | 649 | 1,336 |
| Less than 16 weeks..... | 919 | 866 | 599 | 781 | 697 | 654 | 658 | 1,410 |
| Less than 17 weeks..... | 968 | 914 | 622 | 806 | 721 | 673 | 665 | 1,483 |
| Less than 18 weeks..... | 1,016 | 961 | 644 | 829 | 744 | 691 | 672 | 1,552 |
| Less than 19 weeks..... | 1,064 | 1,007 | 665 | 850 | 766 | 707 | 678 | 1,618 |
| Less than 20 weeks..... | 1,112 | 1,052 | 686 | 870 | 786 | 722 | 683 | 1,681 |
| Less than 24 weeks..... | 1,298 | 1,223 | 764 | 934 | 855 | 772 | 698 | 1,903 |
| Less than 28 weeks..... | 1,474 | 1,380 | 837 | 979 | 908 | 811 | 705 | 2,076 |
| Less than 32 weeks..... | 1,639 | 1,524 | 908 | 1,008 | 950 | 841 | 709 | 2,190 |
| Less than 36 weeks..... | 1,795 | 1,654 | 976 | 1,028 | 983 | 865 | 712 | 2,259 |
| Less than 40 weeks..... | 1,942 | 1,769 | 1,043 | 1,041 | 1,007 | 883 | 713 | 2,298 |
| Less than 44 weeks..... | 2,079 | 1,873 | 1,105 | 1,051 | 1,026 | 897 | 714 | 2,317 |
| Less than 48 weeks..... | 2,204 | 1,968 | 1,162 | 1,059 | 1,040 | 907 | 715 | 2,326 |
| Less than 52 weeks..... | 2,317 | 2,054 | 1,212 | 1,065 | 1,051 | 915 | 716 | 2,331 |
| 52 weeks and over..... | 808 | 2,022 | 2,647 | 1,681 | 1,319 | 891 | 340 | 289 |

¹ Calculated from labor turn-over rates published by the U. S. Department of Labor, Bureau of Labor Statistics. Formulas and technique for calculation developed by the author of this article.

² 1938 average based on data for first half of year.

The total of 3,125 workers unemployed per 10,000 in 1931, as shown in table 1, represents the aggregate of man-years of unemployment per 10,000 gainful workers in the manufacturing industries in that year. This aggregate is made up of unemployment experienced by many more than 3,125 individual workers per 10,000, since the same individuals may not be unemployed throughout the entire year. If a census of the unemployed were taken on each working day of the year and the numbers counted on each of the days were added, the total would represent the number of man-days of unemployment during the year. Dividing this total by the number of working days in the year would give (a) the average number of persons unemployed in the year and (b) the number of *man-years* of unemployment in that year. If the average number of persons unemployed in a year is derived by taking less frequent measures of unemployment (a daily census is obviously impossible), this average also represents the total man-years lost through unemployment in the year. This total, when distributed by duration intervals, represents both the average number unemployed for the number of weeks of the interval and the man-years of unemployment which occurred in unemployment of the specified duration.

An average duration distribution of unemployment for a given year is thus a measure of the amount of time lost in man-years within a series of duration belts. For example, time lost by workers unemployed between 4 and 24 weeks in 1931 is proportional to the difference between the figure for the two cumulative duration levels, 258 and 1,298. The result, 1,040, represents the number of man-years lost by workers unemployed between 4 and 24 weeks throughout the entire year per 10,000 gainful workers in that year. These man-year units can be readily converted to man-weeks by multiplying by 52. Following through similar calculations for the successive years, it is found that workers in manufacturing industries who were unemployed between 4 and 24 weeks lost the following man-years of work per 10,000 gainful workers: 987 in 1932; 554 in 1933; 654 in 1934; 608 in 1935; 518 in 1936; 365 in 1937; and 764 ($1,528 \div 2$) in the first 6 months of 1938. The wide differences in these figures indicate the effect of unemployment variations from year to year. It is evident that the costs of

benefit payments will vary proportionately from year to year.

Calculation of Changes in Benefit Costs Resulting From Shortened Waiting Periods

The duration distributions shown in table 1 apply only to workers in the manufacturing industries; the lack of data on labor turn-over in the nonmanufacturing industries makes impossible the computation of similar distributions for those industries. Since, however, in most States the majority of covered workers and hence of eligible claimants will come from the manufacturing industries, it is unlikely that the duration experience of the whole group will be radically different from that shown in the table.

The duration distributions in the table relate to single uncompleted spells of unemployment and not to the unemployment of an individual worker aggregated over the period of a year. Thus the 93 man-years of unemployment in the 3 but less than 4 weeks' duration intervals for 1938 represent the amount of unemployment occurring in spells of at least that length; but any individual worker who experienced a spell of unemployment of 3 weeks but less than 4 might within the course of a year have several other spells of unemployment of different durations. In estimating the cost of different waiting-period requirements, account must be taken of the fact that those requirements apply not to each spell of unemployment but to a defined period of time, usually a year.

Assuming a waiting-period requirement of 2 nonconsecutive weeks in 52, for each individual spell of unemployment, eligible claimants will enter their first week of compensable unemployment in one of three ways—by serving (a) 2 consecutive waiting-period weeks, (b) 1 waiting-period week, or (c) no waiting-period weeks—depending on the number of waiting-period weeks previously served in the past 52 weeks. Similarly, with a requirement of 3 nonconsecutive waiting-period weeks, an individual spell of unemployment might lead to a compensable week only after the lapse of 3, 2, 1, or no waiting-period weeks.

In estimating the cost of benefit payments under any given waiting-period requirements, one must adopt some assumption in regard to the proportion of claimants who will enter each spell of unemployment occurring throughout the year with the necessity of waiting 3, 2, 1, or no weeks before bene-

fits are payable. All workers who have been employed for 52 weeks or more prior to a spell of unemployment will necessarily serve the maximum number of waiting-period weeks before they can receive benefits for the current spell.

For those spells of unemployment which follow spells of employment of less than a year's duration, the basis for estimating the number of weeks of waiting period to be served is less definite. In the calculations which follow, it has been assumed that, for such spells, an average of 1 week of waiting would be necessary when the requirement is 3 weeks of waiting in 52, an average of 2 weeks when the requirement is 4 weeks in 52, and an average of $\frac{1}{2}$ week of waiting when the requirement is 2 weeks in 52.

Table 2.—With 16-week flat benefit duration, estimated percentage increase in benefit costs with waiting period reduced from 3 and 4 weeks to 2 weeks, 1931–38

| Year | Percentage increase in costs over waiting period of— | |
|----------------------|--|---------|
| | 3 weeks | 4 weeks |
| 1931–38..... | 4.0 | 8.0 |
| 1931..... | 1.5 | 3.1 |
| 1932..... | 1.2 | 2.4 |
| 1933..... | 4.9 | 9.3 |
| 1934..... | 5.4 | 11.0 |
| 1935..... | 5.1 | 10.4 |
| 1936..... | 7.0 | 14.1 |
| 1937..... | 12.9 | 26.9 |
| 1938 (6 months)..... | 1.6 | 3.4 |

Table 2 shows the estimated percentage increase in benefit costs for a flat duration period of 16 weeks when the waiting period is reduced from 4 to 2 and from 3 to 2 weeks, calculated for each year from 1931 through June 1938 by the above process. Two sets of percentages are set forth in this table: (1) for a reduction of waiting period from 3 weeks to 2 weeks, and (2) for a reduction of waiting period from 4 weeks to 2 weeks. Under the first condition, the percentage increase in benefit costs varies over a range of 1.2 percent in 1932 to 12.9 percent in 1937. For the second condition the range is from 2.4 percent in 1932 to 26.9 percent in 1937. The total increase in benefit costs over the whole period is 4 percent for the first, and 8 percent for the second condition, respectively.

In general, the percentage increase in costs which results from reducing the waiting period is greatest in years when total benefit payments are lowest

and the least in years when total benefit payments are highest. The reason for this inverse relation can be attributed to cyclical changes in labor turnover. When the accession rate for labor turn-over is high, a greater proportion of the unemployed workers concentrate in the short duration classes than when the accession rate is low; consequently, with longer waiting periods a greater proportion of the unemployed workers will be rehired without receiving benefits when employment opportunities are good than when they are bad.

Effect of Reducing Waiting-Period Requirements Under Existing Unemployment Compensation Laws

As was pointed out earlier, many of the existing State unemployment compensation laws provide for a waiting period of 2 or 3 weeks in the 13 weeks immediately preceding the payment of benefits, with a maximum of 5 weeks in the 65 preceding benefit payment or of 3 additional weeks in the benefit year. There are no data on which to base estimates of the proportion of claimants who will actually serve 2, 3, 4, or 5 waiting-period weeks in a year under such provisions. It is evident that the increase in cost involved in a change from this type of provision to a requirement of 2 nonconsecutive weeks in 52 will vary somewhat from the increases shown in table 2. The effect of provisions calling for additional waiting periods in the course of a 65-week period, as compared with a requirement of 2 or 3 weeks in 52, is first to decrease the number of workers who will enter the current spell of unemployment with no waiting-period weeks to their credit, since the actual period during which waiting-period weeks can be accumulated is 65 rather than 52. In the second place, such provisions, as well as the provision for 3 additional weeks in the benefit year, will increase the average duration of the waiting period to be served in the current spell of unemployment by workers entering the benefit period with a partial waiting period served in a prior spell of unemployment.

A computation of the change in costs which would arise if the provision of 2 weeks of waiting in 13 and 5 in 65 were changed to 2 weeks in 52 gave an increase of 2.4 percent in costs for the period 1931–38. With a change from a requirement of 3 weeks in 13 and 5 in 65 to that of 2 weeks in 52, the increased cost for the same period was found to be 7.6 percent. These computations

were made on the basis of the very conservative assumptions that the average duration of the waiting period for spells of unemployment following a period of employment of less than 65 weeks would be $1\frac{1}{2}$ weeks if the requirement were 2 in 13 and 5 in 65, and $2\frac{1}{2}$ if it were 3 in 13 and 5 in 65. In general, the cost of change from a requirement of 2 weeks in 13 but not more than 3 additional weeks in the benefit year will approximate that of a change from 2 weeks in 13 but not more than 5 in 65.

One other factor which is not taken into account in the calculation in table 2 is the effect of the proposal to count weeks of partial unemployment as waiting-period weeks. Such a provision would mean that more workers would enter their first compensable week with no waiting period to be served. Existing data give no indication of the extent of the change which would be involved; it might be expected to vary greatly as between different industries.

Conclusion

Decreasing the waiting period for a given flat duration of benefits will increase benefit costs. It is estimated that with a duration of 16 weeks the increase in costs over the period 1931-38 would amount to 4 percent if the waiting-period requirement were changed from 3 weeks in 52 to 2 weeks in 52, and to 8 percent if the requirement were changed from 4 weeks in 52 to 2 weeks in 52. If the provision most commonly embodied in existing State laws, that of 2 weeks of waiting in 13 and a maximum of 5 in 65 or of 3 additional weeks in the benefit year, were changed to a requirement of 2 weeks in 52, it is estimated that the increase in cost would be 2.4 percent. The increase would be 7.6 percent were the change from

a requirement of 3 weeks in 13 and 5 in 65, to a requirement of 2 weeks in 52.

The greatest percentage increases in costs resulting from a decrease in the waiting period will occur in years in which total benefit payments are small. There has been a tendency in the past to overemphasize the savings in benefit costs resulting from a long waiting period. This was the result of observations made of data on duration of unemployment collected in periods of high labor turn-over accession rates or in the first few weeks in which large lay-offs occurred.

The data on which the estimates in this study are based are slightly biased in the other direction. The period for which the data are available, 1931 through 1938, includes few years of increasing employment opportunities. If many years of continuous prosperity had been included in the period studied, increased benefit costs for individual years resulting from a shorter waiting period would have been relatively much higher. Benefit payments, however, are so low in years of high employment in comparison with years of rapidly declining employment that a high percentage increase in the total outlay caused by a shortened waiting period should not result in a serious depletion of the reserve fund. A memorandum on the method of computing the duration distributions of unemployment in the covered labor force is now in preparation. This analysis when completed will make possible the application of this method to individual States and to longer periods of time. In the meantime, this discussion of the effect of the waiting period on benefit costs should permit weighing the proportionately small increase in benefit costs resulting from a shortened waiting period against the desirability of more liberal provisions for workers.

UNEMPLOYMENT COMPENSATION

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF UNEMPLOYMENT COMPENSATION RESEARCH

REVIEW OF THE MONTH

Benefit payments to workers either totally or partially unemployed aggregated nearly \$28 million in November, a decline of approximately 21 percent from the amount of payments issued in the previous month. This decline represents the sharpest monthly decrease which has occurred this year, with 20 of the 29 benefit-paying States reporting reductions in November. The decreases ranged from 2.1 percent in Maryland to nearly 36 percent in Michigan. Reductions of 20 percent or more were reported by Alabama, Indiana, Michigan, New York, Pennsylvania, Rhode Island, and West Virginia; decreases of between 10 and 20 percent occurred in Arizona, Massachusetts, Minnesota, South Carolina, Tennessee, Utah, and Wisconsin. Part of the decrease is attributable to the curtailment of activities in State unemployment compensation agencies because of local and national holidays. Of the nine States in which the total amount of payments increased in November, the largest percentage increase was reported by Idaho, reflecting the usual experience of States in the early stages of benefit-paying operations. Substantial increases in benefit payments occurred also in Oregon, where seasonal conditions contributed to a marked rise in unemployment. The increase in Maine was due largely to a reduction in the backlog of compensable claims.

While payments declined sharply in November, the number of initial claims increased 1.3 percent; this was the second successive month in which an expansion in the volume of initial claims was registered. Fifteen States reported increases, ranging from 0.1 percent in North Carolina to 44.3 percent in Iowa. Idaho, Iowa, Minnesota, Mississippi, and Utah reported increases of 20 percent or more. Supplemental reports to the Social Security Board from some of the States indicated that seasonal lay-offs in various industries were chiefly responsible for the increases in the volume of initial claims. Mississippi reported a continued curtailment in road construction and in industries associated with cotton processing. In Oregon a decline in employment in the canning

and lumber industries contributed to the increase in initial claims. Utah continued to report that lay-offs in canning, construction, and railroad industries were largely responsible for the increase in claims. Decreases in the number of initial claims were reported by 14 States, ranging from 0.1 percent in Maryland to 28.0 percent in New Hampshire. Alabama, Arizona, the District of Columbia, Indiana, Maine, Michigan, and New Hampshire reported decreases of more than 10 percent in the volume of initial claims.

During November more than 250,000 placements were made by the United States Employment Service. When adjustment is made for the number of working days in each month, this number represents a decrease of 8.1 percent from October. This decline, however, was the smallest November decline in 3 years. Private placements decreased 8.5 percent, while public placements dropped 7.2 percent. Placements in private industry were the largest for any November in the history of the Employment Service, totaling more than 178,000, an increase of 13.0 percent over those in November 1937.

Contributions deposited by State unemployment compensation agencies in their clearing accounts in November totaled nearly \$98.5 million, as compared with \$74.7 million in October. The increase was due entirely to the large volume of deposits made by the 33 States on a quarterly collection basis. These States customarily deposit the bulk of their quarterly contributions in the second month of each quarter. The slight decrease in contributions deposited by the States on a monthly collection basis was caused mainly by the reduction occurring in Texas. This reduction, however, was due mainly to administrative factors, the most important of which was the revision of the date on which contributions were due.

Since January 1, 1938, contributions totaling more than \$750.4 million have been deposited in clearing accounts by the various State agencies. This amount does not include contributions due on pay rolls for November in 18 States collecting contributions monthly, or on the pay rolls for October and November in the 33 States on a

quarterly collection basis. For the latter group, contributions due on the pay rolls for the last quarter of the year will not be payable until the end of January 1939.

For the second consecutive month, contributions deposited by benefit-paying States exceeded the amount of benefits charged. The net addition of 6.2 percent to the total amount available

for benefits as of November 30, 1938, was the largest gain for any month since January 1938. More than \$662 million was available for benefits in these 29 States as of the end of November. This amount represented an addition of 17.7 percent to the aggregate amount available at the time benefits were first payable. States on a monthly collection basis have added an aggregate

Table 1.—Status of State unemployment compensation funds: Total funds available for benefit payments, contributions collected, interest credited, benefits charged, and ratios of benefits charged to contributions collected since benefits were first payable and to cumulative collections and interest, as of Nov. 30, 1938

[Data reported by State agencies,¹ corrected to Dec. 22, 1938]

[In thousands of dollars]

| State | Month and year benefits first payable | Total funds available for benefits as of Nov. 30, 1938 | | | Cumulative collections and interest credited as of Nov. 30, 1938 | | | Benefits charged to State benefit-payment accounts | | | | Ratio of benefits charged— | |
|--|---------------------------------------|--|--------------------------------------|--------------------|--|--------------------------|-----------------------|--|--------------|---------------|--------------------------------|---|--|
| | | Amount ² | Percentage change from Oct. 31, 1938 | Index ³ | Total collections and interest | Collections ⁴ | Interest ⁵ | January-November 1938 | October 1938 | November 1938 | | To contributions collected since benefits first payable (percent) | To cumulative collections and interest (percent) |
| | | | | | | | | | | Amount | Percentage change from October | | |
| Total | | \$662,006 | +6.2 | 117.7 | \$1,032,000 | \$1,014,296 | \$17,704 | \$367,731 | \$35,240 | \$27,798 | -21.1 | 80.3 | 38.1 |
| States on monthly contribution basis, total | | 268,197 | +4.0 | 127.6 | 415,320 | 407,817 | 7,503 | 144,860 | 9,644 | 8,202 | -15.0 | 72.8 | 38.4 |
| District of Columbia | January 1938 | 10,413 | +4.7 | 176.7 | 11,928 | 11,687 | 241 | 1,515 | 139 | 139 | -6.5 | 25.7 | 12.7 |
| Louisiana ⁶ | do | 12,362 | +2.9 | 161.6 | 15,943 | 15,677 | 266 | 3,581 | 367 | 382 | +4.1 | 44.1 | 22.1 |
| Mississippi | April 1938 | 3,286 | +1.9 | 112.7 | 4,541 | 4,459 | 82 | 1,253 | 139 | 150 | +7.9 | 78.9 | 27.4 |
| New Hampshire | January 1938 | 4,276 | +3.4 | 100.7 | 6,836 | 6,712 | 124 | 2,560 | 109 | 120 | +10.1 | 101.5 | 37.4 |
| New York | do | 130,317 | +5.0 | 152.5 | 213,808 | 210,286 | 3,522 | 83,491 | 5,689 | 4,473 | -21.4 | 73.5 | 38.0 |
| North Carolina | do | 10,668 | +5.1 | 113.3 | 18,473 | 18,188 | 285 | 7,805 | 383 | 362 | -5.5 | 87.7 | 42.1 |
| Oregon | do | 5,905 | +4.1 | 100.9 | 11,444 | 11,256 | 188 | 5,539 | 213 | 305 | +43.2 | 100.8 | 48.4 |
| Rhode Island ⁷ | do | 6,436 | +8.4 | 81.1 | 15,469 | 15,245 | 224 | 9,033 | 375 | 307 | -18.1 | 121.8 | 58.4 |
| South Carolina | July 1938 | 7,607 | +3.3 | 121.4 | 8,065 | 7,904 | 161 | 458 | 152 | 131 | -13.8 | 26.1 | 4.7 |
| Texas | January 1938 | 31,381 | +9 | 158.9 | 39,711 | 39,006 | 705 | 8,330 | 865 | 850 | -1.7 | 42.7 | 21.8 |
| Vermont | do | 1,940 | +6.2 | 137.4 | 2,719 | 2,676 | 43 | 779 | 38 | 36 | -5.3 | 90.8 | 28.7 |
| West Virginia | do | 6,760 | +7.5 | 86.3 | 18,495 | 18,266 | 229 | 11,735 | 474 | 364 | -23.2 | 143.6 | 63.4 |
| Wisconsin | July 1936 | 36,846 | +2.1 | 121.7 | 47,888 | 46,455 | 1,433 | 8,779 | 701 | 592 | -15.5 | 59.1 | 23.1 |
| States on quarterly contribution basis, total | | 393,809 | +7.7 | 111.7 | 616,680 | 606,479 | 10,201 | 222,871 | 25,596 | 19,596 | -23.4 | 86.1 | 36.1 |
| Alabama ⁸ | January 1938 | 7,779 | +6.2 | 88.0 | 15,492 | 15,211 | 281 | 7,683 | 688 | 517 | -24.9 | 118.6 | 49.7 |
| Arizona | do | 2,040 | +5.2 | 101.3 | 3,812 | 3,758 | 54 | 1,772 | 161 | 133 | -17.4 | 100.3 | 44.1 |
| California ⁹ | do | 109,534 | +10.2 | 163.1 | 130,380 | 128,130 | 2,250 | 20,846 | 1,924 | 1,973 | +2.5 | 33.7 | 16.0 |
| Connecticut | do | 16,568 | +3.8 | 108.3 | 28,374 | 27,939 | 435 | 11,806 | 434 | 439 | +1.2 | 92.0 | 41.0 |
| Idaho | September 1938 | 3,592 | +7 | 112.8 | 3,545 | 3,478 | 67 | 133 | 83 | 100 | +88.7 | 29.4 | 4.1 |
| Indiana | April 1938 | 23,799 | -3.5 | 87.8 | 38,546 | 37,702 | 844 | 14,747 | 2,731 | 1,934 | -29.2 | 132.6 | 38.1 |
| Iowa | July 1938 | 11,762 | +9.2 | 118.0 | 13,785 | 13,551 | 234 | 2,023 | 528 | 446 | -15.5 | 65.9 | 14.7 |
| Maine | January 1938 | 2,840 | -3.8 | 75.6 | 6,959 | 6,802 | 157 | 4,119 | 254 | 301 | +18.6 | 130.8 | 60.1 |
| Maryland | do | 9,736 | -9 | 107.5 | 19,317 | 19,072 | 245 | 9,581 | 580 | 567 | -2.2 | 94.8 | 46.4 |
| Massachusetts ¹⁰ | do | 53,030 | +6.2 | 126.9 | 78,349 | 77,009 | 1,340 | 25,319 | 1,898 | 1,680 | -11.8 | 70.8 | 32.1 |
| Michigan | July 1938 | 41,454 | -3.2 | 65.5 | 77,201 | 75,839 | 1,362 | 35,747 | 9,957 | 6,405 | -35.7 | 263.8 | 48.1 |
| Minnesota | January 1938 | 16,243 | +17.8 | 135.2 | 23,893 | 23,559 | 334 | 7,650 | 487 | 415 | -14.8 | 65.1 | 32.0 |
| Pennsylvania | do | 72,989 | +16.8 | 103.5 | 140,990 | 138,821 | 2,169 | 67,971 | 5,096 | 3,968 | -21.5 | 98.2 | 45.1 |
| Tennessee | do | 8,819 | +17.2 | 113.4 | 14,618 | 14,398 | 220 | 8,799 | 363 | 297 | -18.2 | 86.4 | 39.7 |
| Utah | do | 2,318 | -1.8 | 90.5 | 4,681 | 4,613 | 68 | 2,363 | 98 | 82 | -16.2 | 113.4 | 80.1 |
| Virginia | do | 11,506 | +8.5 | 137.5 | 16,798 | 16,537 | 261 | 5,292 | 344 | 309 | -10.2 | 64.0 | 31.8 |

¹ All data reported by State agencies except "interest." Interest earned on funds in State accounts in the unemployment trust fund is credited and reported by the U. S. Treasury in the last month of each quarter.

² Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury.

³ For all States except Wisconsin the index is based upon the funds available for benefits as of the end of the month prior to that in which benefits were first payable; the Wisconsin index is based upon the funds available as of Dec. 31, 1937.

⁴ Includes contributions plus penalties and interest collected from employers since contributions were first payable. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer con-

tributions of 2.7 percent are collected in all States except the District of Columbia, Michigan, and New York. In these States the rate of employer contributions is 3 percent.

⁵ Adjusted for voided benefit checks.

⁶ Does not include benefits approximating \$2,263,000 paid by Wisconsin from July 1936 through December 1937. This amount, however, is included in computation of the ratio shown in the last column.

⁷ Employee contributions of 1 percent are collected in Alabama and California; of 0.5 percent in Louisiana; and of 1.5 percent in Rhode Island. Massachusetts has suspended employee contributions on wages earned during the pay-roll months of July 1938 through June 1939.

⁸ Wisconsin contributions and benefit payments are cumulated since Jan. 1, 1938, instead of July 1936, when benefits were first payable.

of 27.6 percent to their original reserves, while States on a quarterly basis have added 11.7 percent since they began paying benefits. In the former group of States, the increments have been particularly marked in the District of Columbia, Louisiana, New York, Texas, and Vermont; among the States collecting contributions quarterly, substantial additions have occurred in California, Massachusetts, Minnesota, and Virginia. Among the 13 benefit-paying States collecting contributions monthly, only Rhode Island and West Virginia had smaller balances available for benefits than they had at the end of 1937. Both States, however, have added to their balances during the last few months since the amounts of their benefit payments have decreased. Among the quarterly collecting States, five had smaller balances on hand. Maine had about 25 percent less than was available December 31, 1937, while Michigan had about 35 percent less than was available for benefits on June 30, 1938; about 46 percent of the funds collected by Michigan on pay rolls for 33 months had been issued as benefit payments in 4 months.¹

Revision of Benefit Statistics

During the latter part of October a preliminary draft of revised forms and instructions for reporting unemployment compensation statistics on benefit claims and payments was forwarded to statisticians in all State agencies. The questionnaires accompanying the draft material were returned promptly and used as a basis for further revision of the statistical reporting forms. In addition, regional meetings were held with statisticians in Regions VIII, IX, and XI, and individual visits were made to other State agencies to discuss the subject of benefit statistics. The revised statistical forms and instructions were approved by the members of the Social Security Board in the last week of December.

The major revisions of the benefit-statistics report forms related to the need for a greater degree of uniformity in the items reported by State agencies. A diversity of concepts underlying the statistical reports had developed as the result of revisions in administrative procedures in most State agencies. The statistical reports, as

now revised, bring about a greater consistency between procedures in effect and the statistical items reported. Consequently, the reports will yield more accurate and adequate data for purposes of evaluating the administrative load in

Table 2.—Unemployment compensation: Contributions deposited in State clearing account,¹ by States, January–November 1938 and November 1938

| State | Contributions deposited in State clearing account ¹ | |
|--|--|--------------|
| | January–November ² | November |
| Total..... | \$751,401,582 | \$98,479,674 |
| States on monthly contribution basis, total..... | 226,458,951 | 20,868,480 |
| District of Columbia..... | 5,896,683 | 601,803 |
| Georgia..... | 7,640,781 | 709,673 |
| Hawaii ³ | 1,691,576 | 95,707 |
| Louisiana..... | 8,118,375 | 735,020 |
| Mississippi..... | 2,141,211 | 211,211 |
| New Hampshire..... | 2,521,713 | 288,763 |
| New York..... | 113,525,195 | 10,700,465 |
| North Carolina..... | 8,898,627 | 877,944 |
| North Dakota..... | 945,515 | 107,413 |
| Oklahoma..... | 6,038,508 | 543,023 |
| Oregon..... | 5,495,365 | 537,307 |
| Rhode Island..... | 7,419,317 | 803,152 |
| South Carolina..... | 3,685,634 | 372,291 |
| Texas..... | 19,512,287 | 1,119,297 |
| Vermont..... | 1,280,772 | 148,570 |
| Washington..... | 8,609,325 | 880,538 |
| West Virginia..... | 8,173,025 | 837,814 |
| Wisconsin..... | 14,863,242 | 1,348,490 |
| States on quarterly contribution basis, total..... | 524,942,631 | 77,611,185 |
| Alabama..... | 6,479,854 | 975,159 |
| Alaska..... | 518,774 | 148,758 |
| Arizona..... | 1,767,091 | 233,948 |
| Arkansas..... | 2,610,863 | 493,422 |
| California..... | 61,798,347 | 12,100,819 |
| Colorado..... | 4,029,486 | 579,019 |
| Connecticut..... | 12,826,145 | 1,051,215 |
| Delaware..... | 2,085,665 | 199,565 |
| Florida..... | 5,108,328 | 592,681 |
| Idaho..... | 1,627,309 | 121,538 |
| Illinois..... | 95,101,297 | 7,248,128 |
| Indiana ⁴ | 15,510,125 | 1,078,128 |
| Iowa..... | 6,450,272 | 1,438,477 |
| Kansas..... | 4,712,854 | 334,090 |
| Kentucky..... | 8,898,549 | 1,915,774 |
| Maine..... | 3,147,534 | 189,925 |
| Maryland..... | 10,108,775 | 480,916 |
| Massachusetts..... | 35,770,206 | 4,764,050 |
| Michigan..... | 32,709,463 | 5,043,988 |
| Minnesota..... | 11,788,292 | 2,866,693 |
| Missouri ⁵ | 27,052,045 | 2,280,219 |
| Montana..... | 2,193,444 | 96,227 |
| Nebraska..... | 3,689,640 | 129,644 |
| Nevada..... | 744,273 | 109,384 |
| New Jersey ⁶ | 35,017,802 | 6,243,581 |
| New Mexico..... | 1,140,633 | 43,104 |
| Ohio..... | 43,810,141 | 9,332,074 |
| Pennsylvania..... | 69,183,687 | 14,492,445 |
| South Dakota..... | 917,171 | 91,630 |
| Tennessee..... | 6,711,297 | 1,590,975 |
| Utah..... | 2,084,137 | 38,196 |
| Virginia..... | 8,264,753 | 1,212,431 |
| Wyoming..... | 1,115,079 | 117,993 |

¹ Data reported by State agencies, corrected to Dec. 22, 1938.

² Includes contributions plus penalties and interest collected from employers.

³ Adjusted for refunds of contributions and for dishonored contribution checks.

⁴ Some employers pay their contributions on a quarterly basis.

⁵ Includes collections on pay rolls for entire year 1937.

⁶ Some employers pay their contributions on a monthly basis.

¹ Benefits were first payable in Michigan in July 1938, but because of waiting-period requirements the first payment was not made until August.

State agencies. This objective has been attained through revised definitions of initial and continued claims and through increased emphasis on dispositions of claims as reflected by initial determinations of benefit rights. Differentiating between waiting-period claims and compensable-week claims (previously lumped as continued claims) will provide a more satisfactory basis for appraising the work load and will, at the same time, indicate the number of completed man-weeks of unemployment which were compensated.

The revised statistical reports provide for more

clear-cut data on claim load in the central and local offices. All claims received in the local office (including multistate claims received as the agent State) are reported for each local office and for itinerant points attached to each local office. Similarly, all claims received in the central office are reported separately. In addition, reports are made of the number of claims processed and pending in the central office and the number and amount of payments according to the type of unemployment compensated. The widespread acceptance of the Interstate Benefit Payment

Table 3.—Unemployment compensation: Claims for benefits, by States, October and November 1938

[Data reported by State agencies, corrected to Dec. 30, 1938]

| State | Number of initial claims filed ¹ | | | | | | Number of continued claims filed ¹ | | | | | |
|---------------------------------|---|----------|---------------------------------|------------------|-----------------------------------|------------------|---|------------------|---------------------------------|------------------|-----------------------------------|------------------|
| | All claims | | Total unemployment ² | | Partial unemployment ² | | All claims | | Total unemployment ² | | Partial unemployment ² | |
| | October | November | October | November | October | November | October | November | October | November | October | November |
| Total for States reporting..... | 532,605 | 539,476 | | | | | 3,392,508 | 3,136,882 | | | | |
| Alabama..... | 10,734 | 8,444 | 9,622 | 7,364 | 1,112 | 1,080 | 88,732 | 76,642 | 69,339 | 59,892 | 19,393 | 16,781 |
| Arizona..... | 1,707 | 1,383 | 1,707 | 1,383 | 0 | 0 | 16,201 | 14,784 | 16,201 | 14,784 | 0 | 0 |
| California..... | 51,932 | 56,018 | 51,184 | 55,110 | 748 | 908 | 287,055 | 340,289 | 285,215 | 338,878 | 1,840 | 1,411 |
| Connecticut..... | 13,308 | 12,093 | (³) | (³) | (³) | (³) | 68,288 | 65,996 | 49,367 | 50,226 | 18,901 | 15,778 |
| District of Columbia..... | 2,500 | 2,081 | 2,479 | 2,087 | (³) | 24 | 27,592 | 29,029 | 21,534 | 23,364 | 6,058 | 8,666 |
| Idaho..... | 3,392 | 4,224 | 3,380 | 4,200 | 12 | 24 | 13,919 | 19,996 | 13,822 | 19,803 | 97 | 119 |
| Indiana..... | 12,673 | 11,301 | 11,150 | 9,836 | 1,523 | 1,465 | 292,897 | 224,373 | 239,927 | 179,191 | 52,970 | 43,185 |
| Iowa..... | 8,475 | 12,229 | 8,062 | 11,623 | 413 | 606 | 73,850 | 74,239 | 69,920 | 69,772 | 4,030 | 4,467 |
| Louisiana..... | 9,022 | 9,516 | (³) | (³) | (³) | (³) | 84,997 | 61,347 | 40,495 | 49,333 | 14,502 | 12,841 |
| Maine..... | 9,656 | 7,769 | 8,500 | 6,708 | 1,156 | 1,061 | 51,344 | 48,997 | 25,568 | 26,005 | 25,776 | 22,991 |
| Maryland..... | 5,528 | 5,521 | 4,869 | 4,804 | 659 | 717 | 103,612 | 105,083 | 73,108 | 75,484 | 30,504 | 29,598 |
| Massachusetts..... | 37,226 | 34,864 | 37,226 | 34,864 | (³) | (³) | 185,423 | 196,583 | 185,423 | 196,583 | (³) | (³) |
| Michigan..... | 41,531 | 34,208 | 41,531 | 34,208 | (³) | (³) | 740,054 | 529,282 | 740,054 | 529,282 | (³) | (³) |
| Minnesota..... | 8,523 | 10,043 | 8,523 | 10,043 | 0 | 0 | 64,228 | 65,957 | 64,228 | 65,957 | 0 | 0 |
| Mississippi..... | 6,442 | 8,296 | 6,442 | 8,296 | (³) | (³) | 35,899 | 46,672 | 35,899 | 46,672 | (³) | (³) |
| New Hampshire..... | 10,521 | 7,571 | 6,132 | 4,617 | 4,389 | 2,954 | 29,925 | 36,238 | 16,953 | 20,707 | 12,972 | 15,881 |
| New York..... | 159,836 | 172,902 | 159,836 | 172,902 | (³) | (³) | (³) | (³) | (³) | (³) | (³) | (³) |
| North Carolina..... | 19,102 | 19,118 | 16,525 | 16,265 | 2,577 | 2,853 | 116,088 | 118,350 | 71,796 | 87,319 | 44,292 | 31,061 |
| Oregon..... | 11,064 | 11,319 | (³) | (³) | (³) | (³) | 41,487 | 56,360 | (³) | (³) | (³) | (³) |
| Pennsylvania..... | 24,356 | 24,036 | 24,356 | 24,036 | (³) | (³) | 466,065 | 429,368 | 466,066 | 429,368 | (³) | (³) |
| Rhode Island..... | 8,298 | 7,999 | 6,364 | 6,831 | 1,844 | 1,168 | 75,836 | 62,512 | 45,732 | 40,787 | 30,104 | 21,775 |
| South Carolina..... | 4,266 | 4,356 | 2,838 | 3,507 | 1,428 | 849 | 38,179 | 35,844 | 16,382 | 22,806 | 21,797 | 13,081 |
| Tennessee..... | 10,251 | 10,426 | 8,456 | 9,594 | 1,795 | 832 | 116,360 | 103,322 | 79,945 | 85,026 | 36,415 | 18,281 |
| Texas..... | 26,401 | 28,507 | 25,286 | 26,965 | 1,115 | 1,542 | 145,256 | 165,290 | (³) | (³) | (³) | (³) |
| Utah..... | 2,502 | 3,055 | 2,472 | 3,026 | 30 | 29 | 12,155 | 12,021 | 11,692 | 11,502 | 493 | 1,151 |
| Vermont..... | 1,138 | 1,229 | 905 | 1,030 | 233 | 199 | 6,504 | 6,549 | 4,757 | 5,038 | 1,747 | 1,811 |
| Virginia..... | 7,091 | 7,148 | 6,785 | 6,655 | 306 | 493 | 53,521 | 54,338 | 43,331 | 45,083 | 10,190 | 9,255 |
| West Virginia..... | 3,052 | 2,864 | 2,870 | 2,619 | 182 | 245 | 92,000 | 74,460 | 61,866 | 52,478 | 30,134 | 21,965 |
| Wisconsin..... | 22,168 | 20,956 | 12,904 | 15,347 | 9,264 | 5,609 | 95,150 | 82,941 | 79,429 | 70,084 | 15,721 | 12,857 |

¹ For reporting purposes, an initial claim is defined as a notice of unemployment filed by a worker for each period of unemployment; a continued claim is defined as a claim reported weekly, following the filing of an initial claim. Some State procedures differ from these definitions in certain respects. A few States require only 1 initial claim from an unemployed worker in a benefit year, and the worker files continued claims for subsequent weeks of unemployment during that year. In some States initial claims are filed in connection with requests for additional benefits against lag-quarter credits, whereas in others continued claims are accepted in such circumstances.

² Total and partial unemployment are used as defined in the State laws or by the State unemployment compensation agencies. In States where partial unemployment is compensable, periods of reduced earnings resulting from a reduction in working time with the usual employer are classified as "partial" unemployment. There are, however, some differences among the States in the classification of payments for "part-total" unemployment. Part-total unemployment arises chiefly in cases where the worker is completely separated from employment with his regular employer but has earned wages from another source, i. e., odd-job and subsidiary earnings which are deductible from the weekly benefit amount for total unemployment. Therefore, though totally unemployed with respect to his regular employment, the

worker receives a check for less than his weekly benefit amount. Most States classify claims and payments for part-total unemployment as "partial." Certain States, however, classify under "total" unemployment both initial and continued claims and payments for part-total unemployment. These States are: Arizona, California, Idaho, Minnesota, Tennessee, Utah, Vermont, and Virginia. Alabama, Indiana, North Carolina, and Oregon classify only initial claims showing odd-job and subsidiary earnings (part-total unemployment) as claims for total unemployment. Wisconsin, however, classifies both initial and continued claims for "part-total" unemployment under "total," but payments for "part-total" unemployment under "partial."

³ Break-down of claims by type of unemployment is not available.

⁴ Massachusetts, Mississippi, New York, and Pennsylvania have no provisions in State laws for payment of benefits for partial unemployment. Michigan provision for these payments becomes effective in January 1939.

⁵ In Michigan only 1 continued claim is filed during the 3-week waiting period. The usual procedure is to file a continued claim at the end of each week of the waiting period.

⁶ Data not reported.

Plan has given rise to a considerable number of initial and continued multistate claims. This development has necessitated a statistical report which will reflect the work arising in State agencies from handling multistate claims both as liable and as agent States.

The report on the number of weeks elapsed between the end of the compensable week and the date of benefit payment has been revised to take account not only of first payments but also of second and subsequent payments in a benefit year. A separate form is provided for each of

these types of payments, with the data broken down by type of unemployment compensated.

Forms providing for reports on the number and amount of benefit payments according to type of unemployment and classified by major industry groups as listed in the Industrial Classification Code of the Social Security Board have been prepared so that State agencies which obtain these data for their own use may report them to the Board. Similarly, a form to be used on an optional basis has been prepared for reporting the duration of benefit payments (number of full weeks of total

Table 4.—Unemployment compensation: Number and amount of benefit payments, by States, October and November 1938

[Data reported by State agencies, corrected to Dec. 30, 1938]

| State | Number of benefit payments issued ¹ | | | | | | Amount of benefit payments | | | | | |
|---------------------------------|--|-----------------------|---------------------------------|------------------|-----------------------------------|------------------|----------------------------|--------------------------|---------------------------------|------------------|-----------------------------------|------------------|
| | All payments | | Total unemployment ² | | Partial unemployment ³ | | All payments | | Total unemployment ² | | Partial unemployment ³ | |
| | October | November | October | November | October | November | October | November | October | November | October | November |
| | October | November | October | November | October | November | October | November | October | November | October | November |
| Total for States reporting..... | 3, 242, 801 | 2, 662, 929 | | | | | \$35, 270, 907 | \$27, 890, 993 | | | | |
| Alabama..... | 95, 383 | 73, 966 | 68, 412 | 53, 681 | 26, 971 | 20, 285 | 688, 091 | 517, 633 | \$564, 267 | \$406, 277 | \$123, 824 | \$111, 356 |
| Arizona..... | 13, 735 | 11, 734 | 13, 735 | 11, 734 | 0 | 0 | 160, 618 | 133, 431 | 160, 618 | 133, 431 | 0 | 0 |
| California..... | ¹ 197, 534 | ¹ 204, 692 | 193, 754 | 201, 620 | 2, 363 | 1, 523 | ¹ 1, 923, 901 | ¹ 1, 975, 932 | 1, 900, 314 | 1, 956, 916 | 12, 819 | 7, 478 |
| Connecticut..... | 43, 342 | 44, 282 | 34, 502 | 37, 796 | 8, 840 | 6, 486 | ⁴ 431, 288 | ⁴ 443, 889 | 378, 169 | 404, 808 | 49, 844 | 35, 839 |
| District of Columbia..... | 16, 959 | 15, 806 | 15, 501 | 14, 516 | 1, 458 | 1, 290 | 139, 041 | 129, 703 | 130, 545 | 122, 370 | 8, 496 | 7, 333 |
| Idaho..... | 5, 116 | 9, 500 | 5, 114 | 9, 484 | 2 | 16 | 53, 297 | 99, 608 | 53, 276 | 99, 510 | 21 | 98 |
| Indiana..... | 246, 814 | 184, 057 | 207, 166 | (⁵) | 39, 648 | (⁵) | 2, 729, 402 | 1, 934, 215 | 2, 474, 067 | (⁵) | 255, 335 | (⁵) |
| Iowa..... | 55, 540 | 51, 154 | 52, 582 | 47, 823 | 2, 958 | 3, 331 | 508, 578 | 465, 840 | 490, 502 | 445, 547 | 18, 076 | 20, 293 |
| Louisiana..... | 43, 611 | ⁴ 43, 785 | 32, 873 | 36, 069 | 10, 738 | 7, 592 | 366, 940 | ⁴ 382, 522 | 292, 279 | 327, 682 | 74, 661 | 54, 393 |
| Maine..... | 31, 407 | 37, 234 | 21, 526 | 25, 689 | 9, 881 | 11, 545 | 255, 648 | 294, 766 | 202, 848 | 231, 591 | 52, 800 | 63, 175 |
| Maryland..... | ⁷ 61, 475 | ⁷ 63, 200 | 40, 922 | 42, 837 | 11, 020 | 10, 779 | ⁷ 579, 613 | ⁷ 567, 622 | 421, 979 | 424, 075 | 66, 334 | 64, 643 |
| Massachusetts..... | 176, 887 | 159, 394 | 176, 887 | 159, 394 | (⁵) | (⁵) | 1, 898, 166 | 1, 684, 693 | 1, 898, 166 | 1, 684, 693 | (⁵) | (⁵) |
| Michigan..... | 743, 419 | 485, 160 | 743, 419 | 485, 160 | (⁵) | (⁵) | 9, 957, 923 | 6, 394, 285 | 9, 957, 923 | 6, 394, 285 | (⁵) | (⁵) |
| Minnesota..... | 46, 216 | 39, 388 | 41, 229 | 36, 765 | 4, 987 | 2, 623 | 486, 433 | 415, 283 | 458, 131 | 400, 356 | 28, 302 | 14, 927 |
| Mississippi..... | 23, 967 | 26, 845 | 23, 967 | 26, 845 | (⁵) | (⁵) | 138, 893 | 150, 758 | 138, 893 | 150, 758 | (⁵) | (⁵) |
| New Hampshire..... | 13, 704 | 15, 434 | 9, 720 | 10, 382 | 3, 984 | 5, 052 | 108, 700 | 120, 063 | 89, 781 | 93, 619 | 18, 919 | 26, 444 |
| New York..... | 495, 663 | 389, 648 | 495, 663 | 389, 648 | (⁵) | (⁵) | 5, 689, 158 | 4, 502, 609 | 5, 689, 158 | 4, 502, 609 | (⁵) | (⁵) |
| North Carolina..... | 54, 264 | 63, 136 | (⁵) | (⁵) | (⁵) | (⁵) | 380, 886 | 361, 226 | (⁵) | (⁵) | (⁵) | (⁵) |
| Oregon..... | 20, 530 | 29, 092 | 17, 068 | 24, 741 | 3, 442 | 4, 351 | 212, 797 | 305, 120 | 191, 603 | 277, 575 | 21, 104 | 27, 545 |
| Pennsylvania..... | 468, 747 | 367, 401 | 468, 747 | 367, 401 | (⁵) | (⁵) | 5, 095, 932 | 4, 003, 685 | 5, 095, 932 | 4, 003, 685 | (⁵) | (⁵) |
| Rhode Island..... | 46, 288 | 34, 150 | 36, 376 | 26, 437 | 9, 912 | 7, 713 | 425, 475 | 307, 092 | 376, 341 | 269, 575 | 49, 134 | 37, 517 |
| South Carolina..... | 27, 000 | 24, 647 | 12, 487 | 12, 957 | 14, 513 | 11, 690 | 151, 654 | 131, 214 | 92, 021 | 84, 888 | 59, 633 | 46, 326 |
| Tennessee..... | 51, 320 | 44, 401 | 46, 650 | 41, 025 | 4, 670 | 3, 376 | 362, 961 | 297, 004 | 344, 789 | 283, 441 | 18, 172 | 13, 563 |
| Texas..... | 91, 216 | 94, 356 | 83, 220 | 86, 499 | 7, 996 | 7, 857 | 867, 866 | 881, 558 | 818, 780 | 832, 796 | 49, 086 | 48, 762 |
| Utah..... | 9, 047 | 8, 104 | 8, 850 | 7, 851 | 197 | 253 | 97, 775 | 82, 166 | 96, 356 | 80, 361 | 1, 419 | 1, 805 |
| Vermont..... | 4, 701 | 4, 424 | 3, 411 | 3, 253 | 1, 290 | 1, 171 | 37, 650 | 36, 292 | 31, 588 | 30, 633 | 6, 062 | 5, 659 |
| Virginia..... | 44, 249 | 41, 392 | 35, 744 | 34, 574 | 8, 505 | 6, 818 | 343, 649 | 310, 362 | 302, 682 | 278, 344 | 40, 967 | 32, 018 |
| West Virginia..... | 51, 203 | 38, 944 | 34, 905 | 28, 438 | 16, 298 | 10, 506 | 474, 037 | 363, 959 | 385, 346 | 309, 001 | 88, 691 | 54, 958 |
| Wisconsin..... | 63, 464 | 57, 603 | 52, 408 | 44, 670 | 11, 056 | 12, 933 | 704, 535 | 598, 403 | 644, 946 | 529, 869 | 59, 589 | 68, 534 |

¹ A benefit payment is ordinarily issued for each week of compensable unemployment; in a few States, however, in order to expedite back payments of benefits to workers, checks covering payments for several compensable weeks are issued.

² Total and partial unemployment are used as defined in the State laws or by the State unemployment compensation agencies. In States where partial unemployment is compensable, periods of reduced earnings resulting from a reduction in working time with the usual employer are classified as "partial" unemployment. There are, however, some differences among the States in the classification of payments for "part-total" unemployment. Part-total unemployment arises chiefly in cases where the worker is completely separated from employment with his regular employer but has earned wages from another source, i. e., odd-job and subsidiary earnings which are deductible from the weekly benefit amount for total unemployment. Therefore, though totally unemployed with respect to his regular employment, the worker receives a check for less than his weekly benefit amount. Most States classify claims and payments for part-total unemployment as "partial." Certain States, however, classify under "total" unemployment both initial and continued claims and payments for part-total unemployment. These States are: Arizona, California, Idaho, Minnesota, Tennessee, Utah, Vermont, and Virginia. Alabama, Indiana, North

Carolina, and Oregon classify only initial claims showing odd-job and subsidiary earnings (part-total unemployment) as claims for total unemployment. Wisconsin, however, classifies both initial and continued claims for "part-total" unemployment under "total," but payments for "part-total" unemployment under "partial."

³ Includes 1,417 checks amounting to \$10,768 in October and 1,549 checks amounting to \$11,538 in November paid as adjustments, not shown in breakdown by type of unemployment.

⁴ Includes \$3,275 in October and \$3,242 in November paid as adjustments, not shown in breakdown by type of unemployment.

⁵ Break-down by type of unemployment is not available.

⁶ Includes 124 payments totaling \$447 paid as adjustments, not shown in breakdown by type of unemployment.

⁷ Includes 9,533 payments totaling \$91,300 in October and 9,584 payments totaling \$78,904 in November, not shown in breakdown by type of unemployment. These payments include checks for residual and adjustment payments.

⁸ Massachusetts, Mississippi, New York, and Pennsylvania have no provisions in State laws for benefit payments for partial unemployment. Michigan provision for these payments becomes effective in January 1939.

unemployment compensated), according to the weekly amount of benefit payment, for claimants whose benefit years have been completed.

Although the major emphasis of the revised benefit-statistics program has been to simplify reporting and increase administrative usefulness, the increasing demand from students of unemployment compensation problems, other governmental agencies, and the general public has also

received recognition. Provision has been made for information on the number of claimants exhausting wage credits during the month and the number of individuals receiving benefits during the calendar week ending nearest the 15th of each month. The inclusion of such items, as well as the clarification of administrative statistics, will be helpful in the analysis of broader aspects of unemployment compensation.

Table 5.—Operations of the United States Employment Service, by States, November 1938

| State | Placements | | | | | New applications | | Active file ² |
|---------------------------|------------|---------|---|------------------------|-----------------------------|------------------|---|--------------------------|
| | Total | Private | | | Public | Number | Percentage change from October ¹ | As of Nov. 30, 1938 |
| | | Number | Percentage change from October ¹ | Regular (over 1 month) | Temporary (1 month or less) | Number | | |
| Total..... | 250,799 | 178,075 | -8 | 79,232 | 98,843 | 72,724 | -5 | 7,529,364 |
| Alabama..... | 6,417 | 4,442 | +9 | 3,600 | 842 | 1,975 | -2 | 160,591 |
| Alaska..... | 265 | 83 | -42 | 24 | 59 | 182 | +49 | 1,446 |
| Arizona..... | 2,626 | 1,908 | +6 | 1,354 | 554 | 718 | -8 | 26,469 |
| Arkansas..... | 2,436 | 1,275 | -52 | 590 | 685 | 1,161 | -16 | 70,498 |
| California..... | 20,979 | 16,156 | -6 | 5,454 | 10,702 | 4,823 | +14 | 305,322 |
| Colorado..... | 2,493 | 1,677 | -55 | 678 | 999 | 816 | +13 | 48,965 |
| Connecticut..... | 3,676 | 3,171 | -18 | 1,849 | 1,322 | 505 | -6 | 113,711 |
| Delaware..... | 1,189 | 851 | -27 | 464 | 387 | 338 | -15 | 14,898 |
| District of Columbia..... | 2,641 | 2,525 | -7 | 1,097 | 1,428 | 116 | -1 | 48,581 |
| Florida..... | 1,188 | 0 | ----- | 0 | 0 | 1,188 | -18 | 108,261 |
| Georgia..... | 4,907 | 2,170 | -13 | 1,063 | 1,107 | 2,737 | +7 | 144,486 |
| Hawaii..... | 389 | 118 | -21 | 50 | 68 | 271 | -21 | 8,787 |
| Idaho..... | 2,600 | 1,859 | -32 | 431 | 1,428 | 741 | +11 | 21,991 |
| Illinois..... | 12,765 | 11,221 | +3 | 4,790 | 6,431 | 1,544 | -6 | 306,561 |
| Indiana..... | 5,951 | 5,618 | -2 | 3,621 | 1,997 | 333 | +12 | 263,777 |
| Iowa..... | 7,953 | 4,397 | -8 | 1,551 | 2,846 | 3,556 | +8 | 97,275 |
| Kansas..... | 2,853 | 1,286 | -6 | 483 | 803 | 1,567 | -9 | 66,967 |
| Kentucky..... | 2,173 | 872 | -2 | 449 | 423 | 1,301 | +26 | 96,515 |
| Louisiana..... | 4,355 | 2,808 | -32 | 2,059 | 749 | 1,547 | -4 | 119,290 |
| Maine..... | 1,739 | 829 | +3 | 570 | 259 | 910 | -21 | 44,550 |
| Maryland..... | 2,802 | 1,988 | -3 | 967 | 1,021 | 814 | -4 | 75,860 |
| Massachusetts..... | 3,079 | 2,374 | -25 | 1,680 | 694 | 705 | -28 | 351,679 |
| Michigan..... | 8,222 | 6,153 | -7 | 4,484 | 1,669 | 2,669 | -39 | 520,196 |
| Minnesota..... | 5,429 | 3,866 | -11 | 1,952 | 1,914 | 1,563 | -5 | 200,617 |
| Mississippi..... | 4,177 | 932 | -50 | 731 | 201 | 3,245 | -21 | 87,166 |
| Missouri..... | 3,450 | 2,288 | -5 | 992 | 1,296 | 1,162 | -10 | 194,439 |
| Montana..... | 1,919 | 707 | -55 | 355 | 352 | 1,212 | -2 | 32,966 |
| Nebraska..... | 2,947 | 1,020 | -30 | 424 | 596 | 1,927 | +17 | 39,619 |
| Nevada..... | 810 | 591 | +16 | 329 | 262 | 219 | -5 | 3,988 |
| New Hampshire..... | 1,998 | 1,685 | +17 | 1,130 | 555 | 310 | -26 | 38,461 |
| New Jersey..... | 4,256 | 4,019 | +2 | 1,619 | 2,400 | 237 | -16 | 230,269 |
| New Mexico..... | 9,551 | 9,083 | -25 | 2,154 | 6,929 | 468 | +1 | 35,966 |
| New York..... | 15,139 | 12,268 | -8 | 5,587 | 6,681 | 2,871 | +17 | 543,879 |
| North Carolina..... | 8,014 | 4,376 | -23 | 2,275 | 2,101 | 3,638 | +20 | 108,421 |
| North Dakota..... | 2,444 | 2,080 | +14 | 644 | 1,436 | 364 | -4 | 28,593 |
| Ohio..... | 8,521 | 6,020 | -5 | 2,894 | 3,126 | 2,501 | -12 | 433,111 |
| Oklahoma..... | 3,017 | 2,225 | -34 | 608 | 1,617 | 792 | +16 | 42,161 |
| Oregon..... | 2,601 | 1,377 | -43 | 847 | 530 | 1,224 | +10 | 80,419 |
| Pennsylvania..... | 9,332 | 5,516 | -11 | 3,394 | 2,122 | 3,816 | -12 | 1,200,439 |
| Rhode Island..... | 1,312 | 749 | -40 | 490 | 259 | 563 | +13 | 70,291 |
| South Carolina..... | 3,120 | 859 | -32 | 428 | 431 | 2,261 | -38 | 130,461 |
| South Dakota..... | 1,552 | 1,028 | +8 | 432 | 596 | 524 | -14 | 37,129 |
| Tennessee..... | 3,982 | 2,255 | -13 | 1,483 | 772 | 1,727 | +2 | 146,674 |
| Texas..... | 33,785 | 29,325 | +23 | 6,983 | 22,342 | 4,460 | -16 | 226,469 |
| Utah..... | 1,652 | 1,165 | +18 | 365 | 800 | 487 | +4 | 23,567 |
| Vermont..... | 1,161 | 612 | -5 | 338 | 274 | 549 | -22 | 15,675 |
| Virginia..... | 5,031 | 1,961 | -9 | 1,195 | 766 | 3,070 | +2 | 52,865 |
| Washington..... | 1,725 | 1,411 | +3 | 531 | 880 | 314 | +11 | 137,365 |
| West Virginia..... | 3,556 | 2,631 | -3 | 1,530 | 1,101 | 925 | -6 | 170,865 |
| Wisconsin..... | 5,603 | 3,863 | -15 | 2,048 | 1,815 | 1,740 | +1 | 137,066 |
| Wyoming..... | 1,020 | 382 | -35 | 166 | 216 | 638 | +14 | 8,465 |

¹ Adjusted for number of working days.

² The active file represents cases regarded by the employment office as actively seeking work. The files are cleared periodically by removal of cards of applicants who have not recently renewed their registrations. There is some variation from office to office and State to State in the frequency with

which this is done. There is also some variation from State to State in the extent to which applicants for work relief are included in the active file.

Source: U. S. Department of Labor, U. S. Employment Service, Division of Standards and Research.

PUBLIC ASSISTANCE

BUREAU OF RESEARCH AND STATISTICS · DIVISION OF PUBLIC ASSISTANCE RESEARCH

RATIO OF RELIEF PAYMENTS TO TOTAL INCOME PAYMENTS, 1929-38

Data on estimated monthly income payments in the United States for the period 1929-38, published by the Department of Commerce in the *Survey of Current Business*, show effectively the relationship of payments for direct and work relief to total income payments. These data enable relief payments to be viewed in perspective within the total structure of national income payments.

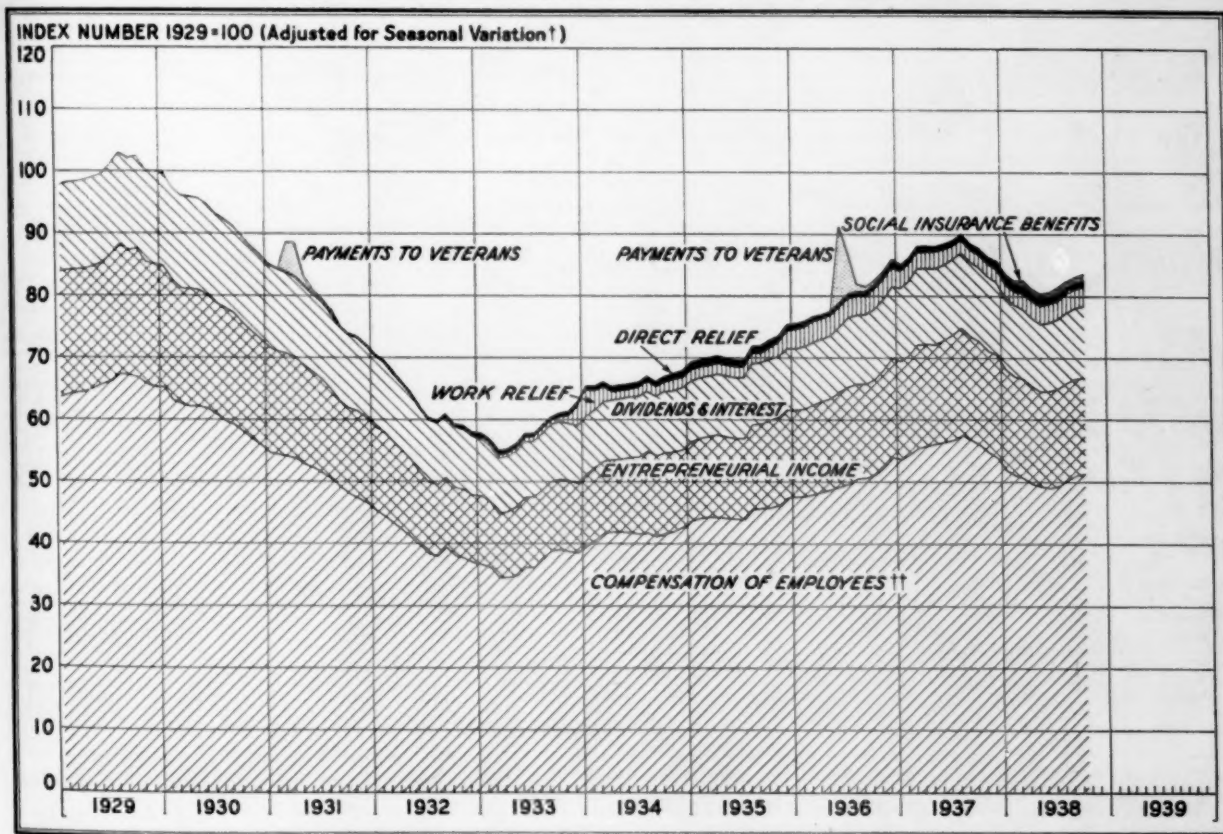
The index of monthly income payments presented in chart I is based on the average month in 1929 as equal to 100.¹ The income classifications in the chart are as follows: (1) compensation of employees (except under work-relief programs),

(2) entrepreneurial income, (3) dividends and interest, (4) adjusted service certificate payments to veterans (soldiers' bonus), (5) direct relief, (6) work relief, (7) social insurance benefits. When the component segments of the chart are compared, they show that although payments for direct and work relief have increased greatly in recent years, the share of the total which these represent has remained relatively small.

Only relief payments from public funds are included in the relief segments of the chart. From 1929 through 1932, work-relief payments are included with direct relief because the volume of such payments prior to 1933 was negligible and reports on this type of relief were not uniform.

¹ The income-payment series for compensation of employees, entrepreneurial income, and dividends and interest are adjusted for seasonal variation.

Chart I.—Index of income payments in the United States, 1929-38



† Work relief, direct relief, social insurance benefits, and payments to veterans not adjusted for seasonal variation.
†† Excluding work relief.

Prepared by: U. S. Department of Commerce, Division of Economic Research, National Income Section.

Relief payments for 1929 through 1932 are estimated by the Department of Commerce, primarily from data for relief payments in 120 urban areas.² The data on relief payments subsequent to 1932 are from records and reports of the Federal Emergency Relief Administration, the Works Progress Administration, the Social Security Board, and other Federal agencies.

The "direct-relief" segment of the chart includes payments for general relief other than work relief; payments to recipients of old-age assistance, aid to dependent children, and aid to the blind; and emergency subsistence payments to farmers by the Federal Emergency Relief Administration, the Resettlement Administration, and the Farm Security Administration. "Work relief" includes relief and nonrelief earnings on work-relief and administrative projects of the FERA, earnings under the emergency education and student-aid programs of the FERA, earnings under the Civil Works Program, earnings of enrolled and nonenrolled persons in the Civilian Conservation Corps, relief and nonrelief earnings of persons employed on projects of

¹ Winslow, Emma A. *Trends in Different Types of Public and Private Relief in Urban Areas, 1929-35*. U. S. Children's Bureau, Bureau Publication 237, 1937.

the WPA and other Federal agencies under the Federal Works Program, and small amounts of earnings on work projects of State and local relief administrations. "Work-relief" payments as defined herein are not strictly comparable to the work-relief earnings included in the "all public relief" series presented in table 4 because the latter includes only the earnings of persons certified as in need of relief. The payments for direct and work relief do not include expenses for administrative purposes, for materials, equipment, and supplies, or for certain other expenses incident to the operation of relief programs.

"Social insurance benefits" include unemployment compensation, lump-sum payments under the old-age insurance program of the Social Security Act, and benefits paid to former railroad workers under the provisions of the Railroad Retirement Act. Such payments first became significant in 1938 and will become increasingly important in the future.

Relief payments accounted for a negligible share of total income payments in 1929 and 1930 (0.1 percent) and did not exceed 1 percent of the total until 1933, when the proportion was 2.7 percent.

Table 1.—Estimated annual income payments in the United States, by type of income payment, 1929-37

(In millions of dollars)

| Type of income payment | 1929 | 1930 | 1931 | 1932 | 1933 | 1934 | 1935 | 1936 | 1937 |
|----------------------------------|----------|----------|----------|----------|----------|------------------|------------------|----------|----------|
| Amount | | | | | | | | | |
| Total..... | \$78,574 | \$73,350 | \$63,135 | \$49,597 | \$45,922 | \$52,297 | \$56,164 | \$64,452 | \$68,971 |
| Compensation of employees..... | 51,478 | 47,522 | 40,161 | 31,542 | 28,923 | 32,559 | 35,236 | 39,134 | 43,540 |
| Entrepreneurial income..... | 15,717 | 14,346 | 11,931 | 9,445 | 8,634 | 9,711 | 10,640 | 11,880 | 13,040 |
| Dividends and interest..... | 11,331 | 11,396 | 9,931 | 8,017 | 7,068 | 7,748 | 7,812 | 8,881 | 9,540 |
| Payments to veterans..... | | | 907 | 147 | 54 | 26 | 19 | 1,427 | 128 |
| Relief and social insurance..... | 48 | 86 | 205 | 446 | 1,223 | 2,253 | 2,457 | 3,130 | 2,606 |
| Direct relief ¹ | 48 | 86 | 205 | 446 | 554 | 744 | 1,001 | 668 | 829 |
| Work relief ² | | | | | 669 | 1,509 | 1,456 | 2,462 | 1,817 |
| Insurance benefits..... | | | | | | | | | 40 |
| Percentage distribution | | | | | | | | | |
| Total..... | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| Compensation of employees..... | 65.5 | 64.8 | 63.6 | 63.6 | 63.0 | 62.3 | 62.7 | 60.7 | 63.1 |
| Entrepreneurial income..... | 20.0 | 19.6 | 18.9 | 19.0 | 18.8 | 18.6 | 18.9 | 18.4 | 18.9 |
| Dividends and interest..... | 14.4 | 15.6 | 15.7 | 16.2 | 15.4 | 14.8 | 13.9 | 13.8 | 13.1 |
| Payments to veterans..... | | | 1.4 | .3 | .1 | (³) | (³) | 2.2 | .2 |
| Relief and social insurance..... | .1 | .1 | .3 | .9 | 2.7 | 4.3 | 4.4 | 4.8 | 3.8 |
| Direct relief ¹ | .1 | .1 | .3 | .9 | 1.2 | 1.4 | 1.8 | 1.0 | 1.2 |
| Work relief ² | | | | | 1.5 | 2.9 | 2.6 | 3.8 | 2.6 |
| Insurance benefits..... | | | | | | | | | .1 |

¹ Direct relief includes payments for general relief other than work relief; payments to recipients of old-age assistance, aid to dependent children, and aid to the blind; and emergency subsistence payments to farmers by the Federal Emergency Relief Administration, Resettlement Administration, and Farm Security Administration.

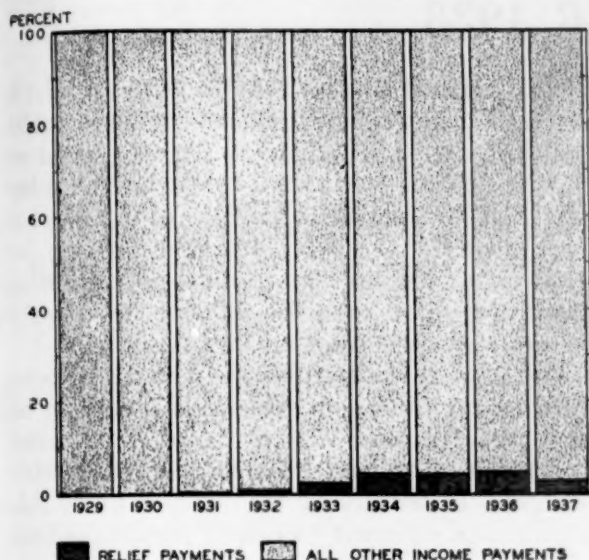
² Small amounts of work relief included in direct relief from 1929 through 1932. Subsequent to 1932 work relief includes relief and nonrelief earnings on work relief and administrative projects of the FERA, earnings under the emergency education and student-aid programs of the FERA, earn-

ings under the Civil Works Program, earnings of enrolled and nonenrolled persons in the Civilian Conservation Corps, relief and nonrelief earnings under the Federal Works Program financed by the Emergency Relief Appropriation Acts of 1935, 1936, and 1937, and earnings on work projects of State and local relief administrations.

³ Less than 0.1 percent.

Source: U. S. Department of Commerce, *Survey of Current Business*, Vol. 18, No. 10 (October 1938), pp. 19-20, and unpublished data.

Chart II.—Relief payments and all other income payments in the United States, 1929-37 (see table 1)¹



¹ Relief payments for 1929 and 1930 too small to be visible.

(See table 1.) In 1934 relief payments comprised 4.3 percent of the total, and in 1935, 4.4 percent. The largest ratio of relief payments to the total was recorded for 1936 when the proportion was 4.8 percent. In 1937 total income payments continued to rise, and relief payments declined. Relief payments in that year amounted to 3.8 percent of total income payments. The relative importance of relief payments to total income payments in each year from 1929 through 1937 is presented graphically in chart II.

Work relief comprised the major portion of relief payments during each year from 1933 through 1937. In 1936 work-relief payments were about four times as great as payments for direct relief. Work-relief payments accounted for 3.8 percent of total income payments during 1936, whereas direct relief comprised only 1 percent. The predominance of work relief lessened somewhat in 1937, but such payments were still more than double those for direct relief.

The index presented in chart I is based on income payments measured in dollars and does not take into consideration the population increase which has occurred since the base year of 1929.

Inasmuch as the population increased between 6 and 7 percent from 1929 to 1938, the index will have to rise well above 100 before the 1929 level of income payments per inhabitant is restored. It should be borne in mind, however, that the lower prices in effect in recent years tend to offset to some extent the effect of the population increase since 1929. In table 2 estimated total annual income payments and annual relief payments per inhabitant are given for the years 1929 through 1937.³

Table 2.—Annual income payments and annual relief payments per inhabitant¹ in the United States, 1929-37

| Year | Total annual income payments per inhabitant | Total annual relief payments per inhabitant |
|------|---|---|
| 1929 | \$641 | (²) \$1 |
| 1930 | 596 | 2 |
| 1931 | 509 | 4 |
| 1932 | 397 | 10 |
| 1933 | 365 | 18 |
| 1934 | 413 | 19 |
| 1935 | 440 | 24 |
| 1936 | 502 | 21 |
| 1937 | 534 | |

¹ Based on total population estimated by the U. S. Bureau of the Census as of July 1 of each year except 1929.

² Less than 50 cents.

Relief payments increased from less than one-half dollar per inhabitant in 1929 to about \$24 per inhabitant in 1936. In 1937 relief payments per inhabitant amounted to approximately \$21. Total income payments shrank from \$641 per inhabitant in 1929 to \$365 in 1933. In each year from 1934 through 1937 total income payments per inhabitant increased materially over the previous year, but by 1937 this average had risen to only \$534, still far below the 1929 level. The ratio of relief payments per inhabitant to total income payments per inhabitant increased from less than 0.1 percent in 1929 to 4.8 percent in 1936. In 1937 relief payments per inhabitant, including both work relief and direct relief, comprised slightly less than 4 percent of total income payments per inhabitant.

³ The per inhabitant data are based upon estimates of the total population prepared by the U. S. Bureau of the Census as of July 1 of each year except 1929. The estimated population as of Jan. 1, 1930, was used in computing per inhabitant figures for 1929.

STATISTICS FOR THE UNITED STATES FOR NOVEMBER 1938

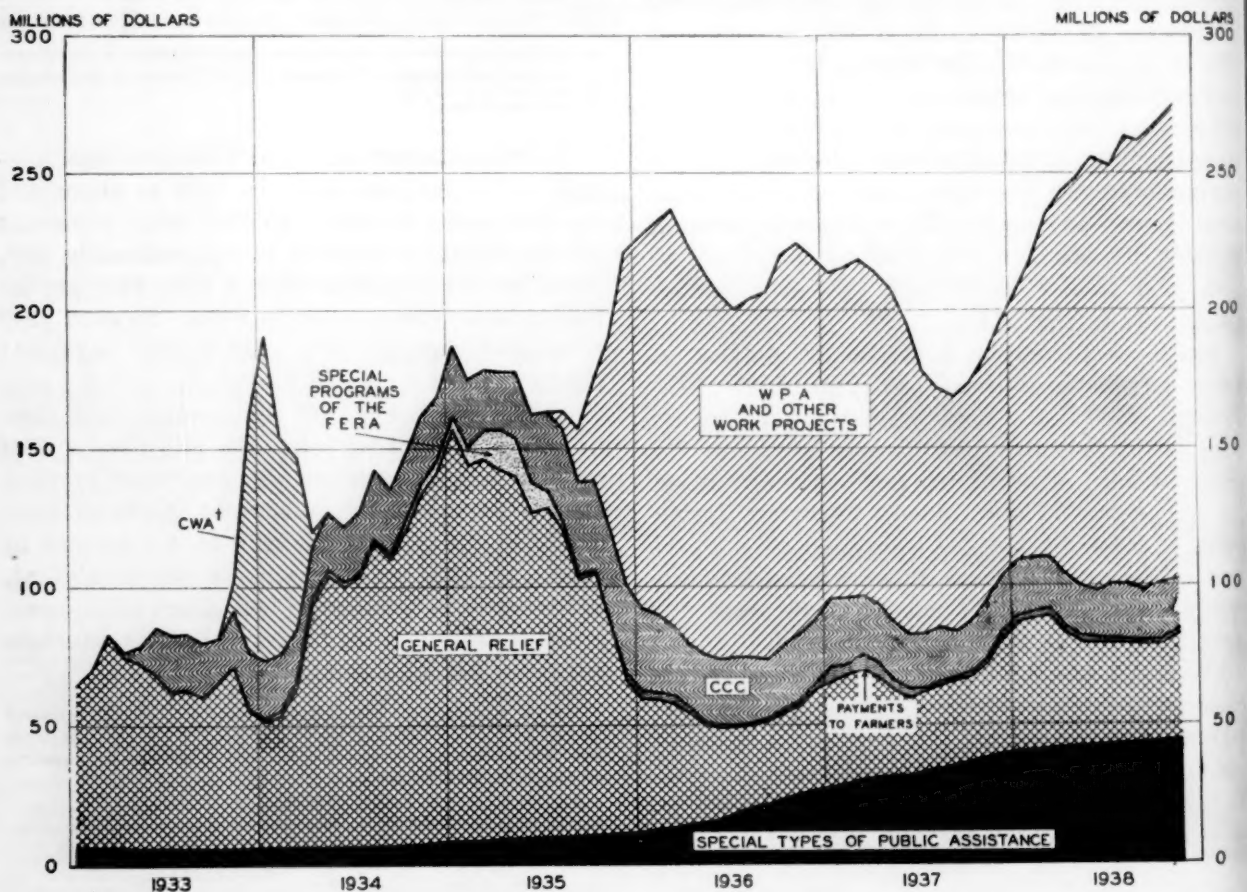
Payments for all public relief in the continental United States amounted to \$275.2 million in November 1938. It is estimated that approximately 6.7 million households, including 21.3 million persons, received assistance for the month. Total public relief expenditures moved upward only 1.7 percent from October to November, but were 50.6 percent higher in November 1938 than in November of the previous year.

Obligations incurred for general relief amounted to \$36.7 million. The increase of 4.6 percent over October was the first upward change in the expenditure for this type of aid since March 1938. Preliminary reports indicate that earnings of persons in need employed on work projects of the

WPA increased to \$161.5 million—a gain of 1.2 percent. Recipients of the special types of public assistance—old-age assistance, aid to dependent children, and aid to the blind—received November payments totaling \$44.4 million, or 1.2 percent more than in October. Adjusted earnings of persons enrolled in the Civilian Conservation Corps amounted to \$20.5 million, less than 1 percent above the October expenditure.

Earnings on work projects of Federal agencies other than the WPA, student aid and earnings on work projects under the program of the National Youth Administration, and emergency subsistence payments to farmers by the Farm Security Administration represent very small portions of total

Chart III.—All public relief in the continental United States, January 1933–November 1938 (transient care and administrative expense excluded)



†Represents earnings of persons previously receiving relief, estimated arbitrarily by the Works Progress Administration as 50 percent of the total obligations incurred for earnings from Federal funds under the Civil Works Program.

Table 3.—Number of households receiving one or more of the special types of public assistance in States with plans approved by the Social Security Board and/or general relief, and percent of duplication in the case count for November 1938

| State | Number of households receiving one or more of the special types of public assistance and/or general relief | Recipients of the special types of public assistance and cases receiving general relief | | | | | Percent of duplication in reported number of cases |
|------------------------|--|---|--------------------|--------------------------------------|------------------|----------------|--|
| | | Total | Old-age assistance | Aid to dependent children (families) | Aid to the blind | General relief | |
| Total..... | 293,320 | 317,756 | 183,597 | 47,231 | 5,831 | 81,097 | 7.7 |
| 1. Arizona..... | 11,067 | 12,005 | 6,703 | 1,925 | 292 | 3,085 | 7.8 |
| 2. Arkansas..... | 23,870 | 25,870 | 17,453 | 4,131 | 624 | 3,662 | 0 |
| 3. Idaho..... | 13,143 | 13,953 | 8,810 | 2,654 | 295 | 2,194 | 5.8 |
| 4. Louisiana..... | 43,193 | 45,503 | 27,587 | 9,364 | 729 | 7,823 | 5.1 |
| 5. Maryland..... | 29,879 | 34,556 | 17,248 | 7,499 | 622 | 9,187 | 13.5 |
| 6. New Mexico..... | 6,563 | 6,603 | 3,738 | 1,435 | 201 | 1,229 | .6 |
| 7. North Dakota..... | 13,045 | 14,571 | 7,770 | 1,189 | 109 | 5,503 | 10.5 |
| 8. South Carolina..... | 29,582 | 29,955 | 22,557 | 3,860 | 829 | 2,709 | 1.2 |
| 9. Utah..... | 17,291 | 19,515 | 13,322 | 2,929 | 202 | 3,062 | 11.4 |
| 10. Washington..... | 54,596 | 63,652 | 37,525 | 5,830 | 1,023 | 19,274 | 14.2 |
| 11. West Virginia..... | 44,025 | 46,186 | 17,925 | 5,850 | 747 | 21,664 | 4.7 |
| 12. Wyoming..... | 5,066 | 5,387 | 2,959 | 565 | 158 | 1,705 | 6.0 |

¹ Does not include a relatively small number of cases receiving general relief from local funds.

² Does not include 37 cases receiving general relief administered by local public agencies.

³ Does not include 190 cases receiving aid from county indigent funds.

Table 4.—All public relief in the continental United States, by months, January 1937–November 1938¹

[In thousands of dollars]

| Year and month | All public relief extended to cases ² | Obligations incurred for— | | Earnings of persons certified as in need of relief employed on work projects ³ | | | | Adjusted earnings of persons enrolled in Civilian Conservation Corps ⁷ | Emergency subsistence payments to farmers ⁸ |
|---------------------------------|--|---|-----------------------------|---|-------------------------------------|-------------------------------|---------------|---|--|
| | | Payments to recipients of special types of public assistance ³ | General relief ⁴ | Works Progress Administration | Other Federal agencies ⁵ | National Youth Administration | | | |
| | | | | | | Student aid | Work projects | | |
| Total for 1937..... | \$2,334,739 | \$397,943 | \$408,493 | \$1,100,267 | \$94,026 | \$24,288 | \$28,183 | \$245,643 | \$35,896 |
| January..... | 213,815 | 27,813 | 37,810 | 103,922 | 8,652 | 2,967 | 2,682 | 24,485 | ⁹ 5,484 |
| February..... | 215,399 | 28,887 | 39,171 | 105,188 | 8,183 | 3,227 | 2,830 | 24,158 | ⁹ 3,755 |
| March..... | 218,475 | 30,270 | 39,679 | 106,804 | 8,804 | 3,316 | 2,812 | 21,238 | ⁹ 5,552 |
| April..... | 214,012 | 31,140 | 36,002 | 104,969 | 9,286 | 3,347 | 2,780 | 21,228 | 5,260 |
| May..... | 207,817 | 31,701 | 30,845 | 104,088 | 10,141 | 3,642 | 2,690 | 21,039 | 3,671 |
| June..... | 195,742 | 31,471 | 28,421 | 98,510 | 9,945 | 1,992 | 2,511 | 19,356 | 3,236 |
| July..... | 177,938 | 33,031 | 29,170 | 85,525 | 7,505 | 0 | 2,132 | 19,334 | 941 |
| August..... | 171,637 | 34,053 | 30,133 | 77,861 | 6,915 | (10) | 2,003 | 19,326 | 1,346 |
| September..... | 168,714 | 35,558 | 30,519 | 76,386 | 6,709 | 164 | 1,869 | 16,312 | 1,197 |
| October..... | 173,871 | 36,633 | 30,953 | 76,650 | 6,411 | 1,599 | 1,850 | 15,379 | 1,396 |
| November..... | 182,722 | 38,005 | 34,213 | 77,945 | 5,984 | 1,977 | 1,943 | 20,876 | 1,779 |
| December..... | 194,592 | 39,381 | 41,577 | 81,816 | 5,492 | 2,056 | 2,079 | 19,912 | 2,279 |
| Total for 1938 (11 months)..... | 2,728,375 | 463,882 | 439,146 | 1,472,169 | 73,284 | 16,696 | 31,964 | 210,914 | 20,330 |
| January..... | 206,469 | 40,097 | 46,801 | 88,313 | 4,917 | 1,996 | 2,195 | 19,940 | 2,210 |
| February..... | 217,475 | 40,571 | 47,568 | 98,050 | 5,014 | 2,166 | 2,323 | 19,309 | 2,474 |
| March..... | 234,954 | 41,276 | 47,800 | 114,212 | 6,116 | 2,208 | 2,367 | 18,336 | 2,579 |
| April..... | 242,806 | 41,473 | 41,642 | 125,537 | 8,981 | 2,247 | 2,389 | 18,311 | 2,326 |
| May..... | 247,574 | 41,731 | 37,565 | 131,807 | 10,950 | 2,378 | 2,672 | 18,014 | 2,157 |
| June..... | 255,809 | 41,819 | 37,178 | 139,544 | 13,383 | 1,533 | 3,122 | 17,174 | 1,756 |
| July..... | 252,430 | 42,491 | 36,549 | 144,324 | 4,710 | 0 | 3,210 | 19,848 | 1,298 |
| August..... | 263,600 | 42,885 | 36,273 | 154,599 | 4,713 | 6 | 3,370 | 20,334 | 1,120 |
| September..... | 261,720 | 43,333 | 35,668 | 154,424 | 4,709 | 194 | 3,394 | 18,767 | 1,231 |
| October..... | 270,670 | 43,836 | 35,120 | 159,559 | 4,915 | 1,920 | 3,461 | 20,367 | 1,492 |
| November..... | 275,167 | 44,370 | 36,722 | 161,500 | 4,875 | 2,050 | 3,460 | 20,514 | 1,676 |

¹ See *Social Security Bulletin*, Vol. 1, No. 6 (June 1938), p. 45, for information for 1933 and 1934; and Vol. 1, No. 9 (September 1938), p. 34, for information for 1935 and 1936.

² These figures do not represent the total cost of any program, because they do not include transient care, the cost of administration, and the cost of materials, equipment, and other items for work projects. Figures are partly estimated and subject to revision.

³ Figures represent payments from Federal, State, and local funds in States administering public assistance under the Social Security Act and payments from State and local funds only in States not participating under the act.

⁴ Figures for January–March 1937 from the WPA, Division of Statistics and Economic Research.

⁵ Figures from the WPA, Division of Statistics and Economic Research.

⁶ Includes earnings of persons employed on projects financed by the Emergency Relief Appropriation Acts of 1935, 1936, and 1937, and the Public Works

Administration Extension Act of 1937; and, beginning July 1938, earnings of persons employed on Farm Security Administration projects and on projects of other Federal agencies operating with WPA allocations under the Emergency Relief Appropriation Act of 1938.

⁷ Figures estimated by the CCC by multiplying the average monthly number of persons enrolled by an average of \$70 per month. This average amount is based upon the amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

⁸ Figures from the Farm Security Administration, Rural Rehabilitation Division, represent the amount of grant payments certified to farmers.

⁹ For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

¹⁰ Less than \$1,000.

relief payments. Thus, even substantial percentage changes in the amounts of relief granted under these programs exert only a slight influence on total relief expenditures.

The increase of 107.2 percent in relief earnings on WPA projects from November 1937 to November 1938 raised the proportion which this type of aid represented of the total relief payments from 42.7 percent to 58.7 percent. Although payments to recipients of the special types of public assistance were 16.7 percent greater than in November 1937, such payments comprised 16.1 percent of all public relief in November 1938 as compared with 20.8 percent in the same month of 1937. Obligations incurred for general relief during the month were 7.3 percent higher than in the same month of the previous year, but the share of total payments accounted for by this program shrank from 18.7 percent to 13.3 percent. Adjusted earnings of CCC enrollees represented 7.5 percent of the total

in November 1938 as compared with 11.4 percent in November 1937, although the amount of such earnings declined less than 2 percent.

From the data reported by the 12 States shown in table 3 it is estimated that in November there were about 3.4 million households in the United States receiving one or more of the special types of public assistance, general relief, or a combination of general relief and one or more of the special types of public assistance.

GENERAL RELIEF

Summary of General Relief Chart

The chart on general relief administration carried in the November Bulletin¹ revealed a wide variety of fiscal and administrative provisions in the States relating to general relief.

Responsibility for the administration of general

¹ Administration of General Relief in the Continental United States as of December 1937, pp. 36-50.

Table 5.—Recipients of public relief in the continental United States, by months, January 1937–November 1938¹

[In thousands]

| Year and month | Estimated unduplicated number receiving public relief | | Recipients of special types of public assistance ² | | | | Cases receiving general relief ³ | Persons certified as in need of relief employed on work projects ⁴ | | | | Persons enrolled in Civilian Conservation Corps ⁵ | Farmers for whom subistence payments were certified ⁶ |
|----------------|---|-----------------------------|---|---------------------------|----------|------------------|---|---|-------------------------------------|-----------------------------------|---------------|--|--|
| | Households | Persons in these households | Old-age assistance | Aid to dependent children | | Aid to the blind | | Works Progress Administration | Other Federal agencies ⁷ | National Youth Administration | | | |
| | | | | Families | Children | | | | | Student ^a ¹ | Work projects | | |
| 1937 | | | | | | | | | | | | | |
| January..... | 5,500 | 18,100 | 1,150 | 166 | 411 | 47 | 1,659 | 2,034 | 171 | 417 | 177 | 350 | 135 |
| February..... | 5,400 | 17,800 | 1,200 | 171 | 422 | 47 | 1,723 | 2,033 | 163 | 427 | 181 | 345 | 129 |
| March..... | 5,500 | 18,100 | 1,257 | 178 | 437 | 48 | 1,681 | 2,018 | 164 | 440 | 184 | 303 | 132 |
| April..... | 5,400 | 17,400 | 1,296 | 183 | 451 | 49 | 1,563 | 1,989 | 176 | 442 | 184 | 303 | 127 |
| May..... | 5,200 | 16,400 | 1,327 | 189 | 464 | 49 | 1,393 | 1,926 | 183 | 424 | 177 | 301 | 121 |
| June..... | 5,000 | 15,600 | 1,290 | 193 | 473 | 50 | 1,288 | 1,754 | 175 | 249 | 166 | 277 | 121 |
| July..... | 4,700 | 14,200 | 1,392 | 196 | 482 | 50 | 1,269 | 1,522 | 124 | 0 | 143 | 276 | 121 |
| August..... | 4,500 | 13,500 | 1,432 | 203 | 502 | 51 | 1,282 | 1,435 | 121 | (^v) | 127 | 276 | 121 |
| September..... | 4,400 | 13,200 | 1,466 | 209 | 517 | 52 | 1,279 | 1,407 | 119 | 36 | 122 | 233 | 121 |
| October..... | 4,500 | 13,400 | 1,503 | 215 | 533 | 54 | 1,283 | 1,431 | 113 | 243 | 118 | 263 | 121 |
| November..... | 4,700 | 14,000 | 1,542 | 220 | 544 | 55 | 1,383 | 1,474 | 109 | 282 | 122 | 298 | 121 |
| December..... | 5,100 | 15,500 | 1,578 | 228 | 565 | 56 | 1,648 | 1,583 | 102 | 298 | 130 | 284 | 120 |
| 1938 | | | | | | | | | | | | | |
| January..... | 5,500 | 17,300 | 1,600 | 234 | 578 | 57 | 1,927 | 1,852 | 90 | 309 | 140 | 285 | 120 |
| February..... | 5,900 | 18,600 | 1,624 | 241 | 594 | 59 | 2,029 | 2,026 | 100 | 317 | 146 | 276 | 120 |
| March..... | 6,200 | 19,800 | 1,647 | 247 | 609 | 61 | 2,030 | 2,340 | 126 | 327 | 149 | 262 | 120 |
| April..... | 6,300 | 20,200 | 1,663 | 252 | 621 | 60 | 1,851 | 2,526 | 180 | 333 | 153 | 262 | 117 |
| May..... | 6,400 | 20,400 | 1,678 | 256 | 630 | 62 | 1,727 | 2,619 | 214 | 325 | 173 | 257 | 113 |
| June..... | 6,400 | 20,400 | 1,657 | 258 | 638 | 62 | 1,682 | 2,704 | 216 | 217 | 202 | 238 | 113 |
| July..... | 6,500 | 20,600 | 1,710 | 260 | 641 | 63 | 1,646 | 2,897 | 117 | 0 | 207 | 284 | 113 |
| August..... | 6,500 | 20,900 | 1,720 | 266 | 652 | 64 | 1,608 | 2,981 | 90 | 2 | 210 | 290 | 113 |
| September..... | 6,600 | 21,200 | 1,735 | 269 | 660 | 65 | 1,549 | 3,111 | 94 | 44 | 213 | 268 | 113 |
| October..... | 6,600 | 21,300 | 1,751 | 271 | 665 | 65 | 1,520 | 3,139 | 94 | 311 | 212 | 291 | 113 |
| November..... | 6,700 | 21,300 | 1,766 | 273 | 668 | 66 | 1,547 | 3,106 | 94 | 330 | 212 | 293 | 113 |

¹ See *Social Security Bulletin*, Vol. 1, No. 6 (June 1938), p. 45, for information for 1933 and 1934; and Vol. 1, No. 9 (September 1938), p. 35, for information for 1935 and 1936. Figures do not include transient cases and are partly estimated and subject to revision.

² Includes not only recipients of public assistance under the Social Security Act but also recipients of similar types of assistance in States not administering aid under the act.

³ Figures for January–March 1937 from the WPA, Division of Statistics and Economic Research.

⁴ Figures from the WPA, Division of Statistics and Economic Research.

⁵ Includes persons employed on projects financed by the Emergency Relief Appropriation Acts of 1935, 1936, and 1937, and the Public Works Adminis-

tration Extension Act of 1937; and, beginning July 1938, persons employed on Farm Security Administration projects and on projects of other Federal agencies operating with WPA allocations under the Emergency Relief Appropriation Act of 1938.

⁶ Figures are averages computed by the CCC.

⁷ Figures from the Farm Security Administration, Rural Rehabilitation Division, represent the number of emergency grant vouchers certified to farmers. Ordinarily only 1 grant voucher per farmer is certified per month.

⁸ For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.

⁹ Less than 1,000 persons.

relief is for the most part vested in local authorities, at county, city, or township levels. Only three States have State-centralized agencies which administer all general relief. In six other States there exists a State agency which administers general relief, but in three of these the same agency supervises the local administration of a part of the general relief program, and in the

other three, local administrative units operate concurrently with the State agency without any supervision by the State agency. In addition to these States, there are 28 States in which the State departments of public welfare exercise complete or partial supervision over the administration of general relief in the localities, and 12 in which they have no authority over local units.

Table 6.—General relief in the continental United States, by States, November 1938

[Data reported by State agencies, corrected to Dec. 27, 1938]

| State | Number of cases receiving relief | Amount of obligations incurred for relief extended to cases ¹ | Average per case | Percentage change | | | |
|--|----------------------------------|--|------------------|-----------------------|-----------------------|------------------------|-----------------------|
| | | | | From October 1938 in— | | From November 1937 in— | |
| | | | | Number of cases | Amount of obligations | Number of cases | Amount of obligations |
| Total for continental United States ² | 1,547,000 | \$36,722,000 | | | | | |
| Total for 39 States reporting actual figures..... | 1,307,250 | 32,523,835 | \$24.88 | +2.1 | +4.4 | +11.8 | +6.5 |
| 1. Alabama..... | 2,523 | 23,212 | 9.20 | +1.3 | +2.3 | +64.2 | +52.8 |
| 2. Arizona..... | 3,085 | 46,754 | 15.16 | +2.1 | +4.0 | +20.5 | +44.1 |
| 3. Arkansas..... | 3,662 | 12,286 | 3.35 | -2.4 | -5.4 | -7.9 | -50.0 |
| 4. California..... | 92,851 | 2,645,088 | 28.49 | +1.7 | +1.3 | +15.5 | +16.4 |
| 5. Connecticut..... | 21,335 | 533,681 | 25.01 | -1.8 | -1.2 | +20.5 | +20.9 |
| 6. Delaware..... | 2,139 | 41,145 | 19.24 | -10.9 | +2.1 | +75.3 | +117.7 |
| 7. District of Columbia..... | 1,433 | 36,884 | 25.74 | +1.3 | -1.0 | -47.5 | -46.6 |
| 8. Florida..... | 8,647 | 58,382 | 6.75 | -1.1 | -1.0 | (³) | (³) |
| 9. Georgia..... | 6,941 | 43,654 | 6.29 | +1.5 | -2.9 | -2.8 | -9.4 |
| 10. Illinois..... | 167,701 | 4,100,280 | 24.45 | +1.4 | +7.6 | +9.6 | +12.6 |
| 11. Indiana..... | 53,450 | 712,696 | 13.33 | +7.9 | +17.9 | +35.3 | +32.2 |
| 12. Iowa..... | 26,441 | 436,680 | 16.52 | +7.9 | +10.3 | -8.8 | -15.9 |
| 13. Kansas..... | 18,206 | 245,242 | 13.47 | +7.4 | +13.4 | +16.5 | +14.4 |
| 14. Louisiana..... | 7,823 | 106,065 | 13.66 | +2.6 | +3.3 | +11.4 | +10.5 |
| 15. Maine..... | 11,053 | 241,584 | 21.86 | +7.9 | +11.1 | (³) | (³) |
| 16. Maryland..... | 9,187 | 211,217 | 22.99 | +3.9 | +5.5 | +57.6 | +58.4 |
| 17. Massachusetts..... | 62,300 | 1,690,843 | 27.14 | +2.3 | +5.1 | -10.0 | -13.6 |
| 18. Michigan..... | 58,107 | 1,199,310 | 20.64 | -1.3 | +2.9 | +33.8 | +10.8 |
| 19. Minnesota..... | 38,702 | 1,023,064 | 26.43 | +11.4 | +17.0 | +5.7 | -2.8 |
| 20. Mississippi..... | 974 | 3,804 | 3.91 | +3.9 | +5 | -5.1 | -2.6 |
| 21. Missouri..... | 32,167 | 381,903 | 11.87 | +2.9 | +13.1 | -29.5 | -14.4 |
| 22. Montana..... | 5,317 | 79,141 | 14.88 | +6.4 | +3.4 | +21.7 | +31.3 |
| 23. Nebraska..... | 8,055 | 100,703 | 12.50 | +10.2 | +6.1 | (³) | (³) |
| 24. Nevada..... | 627 | 8,209 | 13.09 | -2.5 | -10.8 | -2.6 | -16.2 |
| 25. New Mexico..... | 1,419 | 7,557 | 5.33 | +3.7 | +1.7 | -42.4 | -63.3 |
| 26. New York..... | 299,170 | 10,238,203 | 34.22 | +3.0 | +5.1 | +11.6 | -3.9 |
| 27. North Carolina..... | 4,918 | 27,594 | 5.61 | +1.9 | +4.8 | -15.1 | -15.5 |
| 28. North Dakota..... | 5,503 | 86,845 | 15.78 | +19.8 | +27.9 | -37.6 | -45.4 |
| 29. Oregon..... | 12,532 | 197,221 | 15.74 | +24.4 | +18.9 | +30.8 | +24.7 |
| 30. Pennsylvania..... | 231,525 | 6,316,522 | 27.28 | -4.2 | -2.8 | +43.9 | +40.6 |
| 31. South Carolina..... | 2,746 | 28,006 | 10.20 | -7 | -2.3 | +259.0 | +211.7 |
| 32. South Dakota..... | 4,563 | 58,266 | 12.77 | +12.1 | +1.6 | -20.2 | -30.5 |
| 33. Utah..... | 3,062 | 61,866 | 20.20 | +3.9 | +5.4 | -14.8 | -27.3 |
| 34. Vermont..... | 2,738 | 59,806 | 21.84 | +1.6 | -1.0 | +7 | +2.7 |
| 35. Virginia..... | 8,737 | 76,639 | 8.77 | +7 | +12.9 | -39.3 | -27.1 |
| 36. Washington..... | 19,274 | 270,041 | 14.01 | +18.4 | +18.0 | -47.8 | -56.9 |
| 37. West Virginia..... | 21,694 | 198,870 | 9.18 | -1.2 | -1.1 | (³) | (³) |
| 38. Wisconsin..... | 44,968 | 885,994 | 19.70 | +5.3 | +14.5 | +25.5 | +11.2 |
| 39. Wyoming..... | 1,705 | 28,578 | 16.76 | +29.4 | +29.1 | +59.0 | +60.9 |
| Total for 10 States for which figures are estimated ⁴ | 240,000 | 4,198,000 | | | | | |
| 1. Colorado..... | 11,400 | 184,000 | | | | | |
| 2. Idaho..... | 2,600 | 31,000 | | | | | |
| 3. Kentucky..... | 6,500 | 48,000 | | | | | |
| 4. New Hampshire..... | 8,100 | 221,500 | | | | | |
| 5. New Jersey..... | 70,500 | 1,716,000 | | | | | |
| 6. Ohio..... | 83,000 | 1,518,000 | | | | | |
| 7. Oklahoma..... | 32,300 | 121,000 | | | | | |
| 8. Rhode Island..... | 8,800 | 215,000 | | | | | |
| 9. Tennessee..... | 4,100 | 24,000 | | | | | |
| 10. Texas..... | 12,700 | 119,500 | | | | | |

¹ Obligations incurred from State and local funds. Administrative expense, nonrelief expense, and expense for special programs, hospitalization, and burials are not included.

² Partly estimated.

³ Percentage change for 34 States and the District of Columbia reporting

comparable general relief data for November 1937 and November 1938.

⁴ Comparable data for November 1937 are not available.

⁵ Estimates by the Social Security Board for all States except New Hampshire, Ohio, Tennessee, and Texas, for which estimates were made by the State agencies.

Twenty-three of the thirty-one State departments of public welfare exercising supervision over general relief also supervise the administration of two or more of the special types of public assistance under plans approved by the Social Security Board. In six additional States, the agency supervising the administration of general relief is the same agency that administered the FERA program. This would seem to indicate that, in a great many of the States, the participation of the Federal Government in direct relief programs, such as the special types of public assistance under the Social Security Act and general relief under the FERA, has been influential in the establishment of State agencies for the supervision of general relief.

Of the 48 States,² 36 utilize both State and local funds for general relief, while 12 use local funds only. There seems to be some relationship, however, between the origin of funds used for general relief and the forms in which general relief is given. Of the 36 States using both State and local funds, 8 make cash payments predominantly, 11 make payments in kind predominantly, and 17 give relief both in cash and in kind with neither form predominating. It is evident that, in general, cash payments predominate in those States in which general relief is financed primarily from State funds, and payments in kind predominate in the States in which local funds are used to a larger extent than State funds. Nine of the twelve States which use only local funds for general relief make most payments in kind; that is, in the form of orders to vendors, landlords, doctors, or commissaries.

General relief funds are being used to make up deficiencies in the budgets of persons receiving WPA wages in 32 States and to supplement grants to recipients of special types of public assistance in 34 States.

General Relief During November 1938

For the continental United States it is estimated that during November 1938 approximately 1.5 million cases of general relief received \$36.7 million. (See table 6.) This amount does not include administrative or nonrelief expense, or the cost of special programs, hospitalization, and burials.

² The District of Columbia is not included in this discussion because the designation of funds as State or local is as yet undecided.

In the 39 States for which actual figures were reported, the total amount of obligations incurred for general relief was \$32.5 million, and the number of cases 1.3 million, representing an average of about \$25 per case. The term "case" may include single persons, families, or households. The total number of cases aided increased 2.1 percent from October to November, and the amount of obligations 4.4 percent.

In 27 of the 39 reporting States there were increases from October to November both in the number of cases and in the amount of payments. The increases in both items were largest in Wyoming, 29.4 percent and 29.1 percent, respectively. The increase in the amount of obligations in North Dakota was 27.9 percent; the increase in the number of cases in Oregon was 24.4 percent.

From November 1937 to November 1938, the number of cases receiving general relief in the 39 States increased 11.8 percent, and the amount of obligations 6.5 percent. Eighteen of the thirty-five jurisdictions for which comparable data are available showed increases in both items over the year's period. In Alabama, Delaware, Maryland, South Carolina, and Wyoming the increases in both cases and amount of relief were 50 percent or more. Increases of 259.0 percent in the number of cases and of 211.7 percent in the amount of obligations occurred in South Carolina. In this State, funds for general relief had been available for only a few months prior to November 1937.

SPECIAL TYPES OF PUBLIC ASSISTANCE

In November total obligations incurred for the three special types of public assistance in the continental United States, Alaska, and Hawaii amounted to \$44.5 million. This sum includes payments made in States participating under the Social Security Act and in States not participating under the act. Approximately three-fourths of the total was expended for old-age assistance, about one-fifth for aid to dependent children, and the remainder for aid to the blind. Each of the three types formed about the same proportion of the total in November 1938 as they did in the corresponding month of the previous year. Total payments to recipients of the three special types of public assistance in November 1938 represented an increase of 17 percent over the same

month of the previous year. Percentage increases for each of the three special types of public assistance varied considerably, however. The amount of obligations incurred for payments to recipients of old-age assistance had increased 15 percent, that for aid to dependent children 26 percent, and that for aid to the blind 10 percent.

Of the \$44.5 million paid to recipients in November 1938, all but about \$1 million was expended in States with plans approved by the Social Security Board. Nearly two-thirds of the \$1 million was paid to 24,000 recipients of aid to the blind in 5 States in which there was no plan for aid to the blind approved by the Social Security Board. The other third was paid to 14,000 families in behalf of 33,000 dependent children in 7 States not participating under the Social Security Act.

Old-Age Assistance

For November 1938 old-age assistance payments were made under approved plans in the 48 States, the District of Columbia, Alaska, and Hawaii. Obligations incurred for payments to 1.8 million recipients in the 51 jurisdictions amounted to \$34.1 million. (See table 8.) These figures represent increases over the preceding month of approximately 1 percent. In 40 States there were increases in the number of recipients. In only 2 States, however, was the rise as much as 5 percent, and in 18 States it was less than 1 percent. In only one of the nine States in which the number of recipients declined was the decrease more than 1 percent.

Increases in the amount of obligations incurred

Table 7.—Special types of public assistance in States with plans approved by the Social Security Board, by months, February 1936–November 1938¹

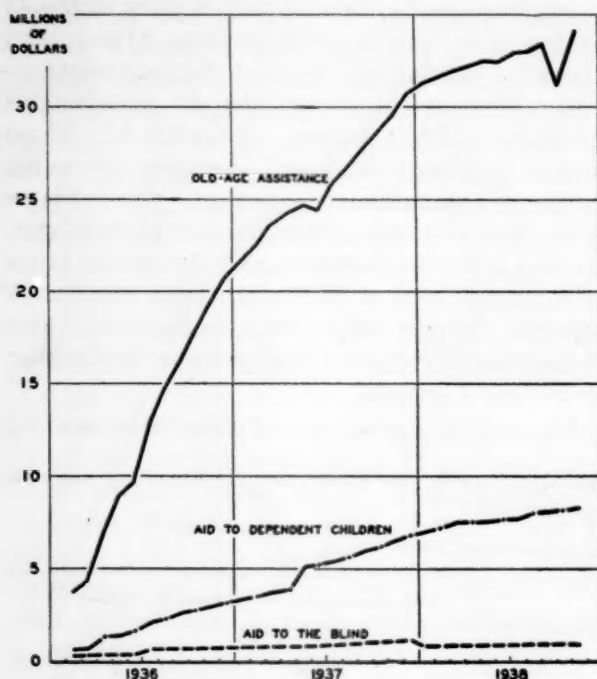
[Data reported by State agencies, corrected to Dec. 15, 1938]

| Year and month | Recipients | | | | Obligations incurred for payments to recipients ² | | | |
|---------------------------------|--------------------|--|----------|------------------|--|--------------------|--|------------------|
| | Old-age assistance | Aid to dependent children ¹ | | Aid to the blind | Total | Old-age assistance | Aid to dependent children ¹ | Aid to the blind |
| | | Families | Children | | | | | |
| Total for 1936 (11 months)..... | | | | | \$163,466,270 | \$135,925,760 | \$21,571,270 | \$5,969,240 |
| February..... | 247,421 | 26,670 | 68,915 | 12,054 | 4,644,154 | 3,752,455 | 604,962 | 286,737 |
| March..... | 294,075 | 27,446 | 70,300 | 13,099 | 5,292,303 | 4,335,522 | 641,168 | 315,613 |
| April..... | 471,100 | 56,952 | 141,552 | 16,376 | 8,807,061 | 7,087,664 | 1,334,345 | 385,052 |
| May..... | 563,240 | 61,500 | 152,082 | 16,641 | 10,782,622 | 8,977,539 | 1,405,943 | 399,140 |
| June..... | 603,710 | 69,664 | 175,144 | 17,571 | 11,710,049 | 9,651,969 | 1,634,648 | 423,432 |
| July..... | 785,667 | 89,372 | 223,001 | 26,500 | 15,783,748 | 13,030,934 | 2,106,224 | 646,590 |
| August..... | 804,481 | 83,999 | 215,024 | 26,901 | 17,886,014 | 14,890,365 | 2,332,124 | 663,525 |
| September..... | 896,849 | 91,738 | 233,795 | 27,478 | 19,539,255 | 16,238,120 | 2,617,830 | 683,305 |
| October..... | 971,162 | 105,312 | 267,016 | 27,981 | 21,435,063 | 17,953,719 | 2,776,529 | 704,815 |
| November..... | 1,032,649 | 109,166 | 277,198 | 28,456 | 22,971,245 | 19,291,619 | 2,956,849 | 722,777 |
| December..... | 1,103,841 | 111,914 | 284,591 | 28,969 | 24,614,756 | 20,715,854 | 3,160,648 | 738,254 |
| Total for 1937..... | | | | | 382,774,905 | 310,458,427 | 61,324,095 | 10,992,383 |
| January..... | 1,148,099 | 117,761 | 299,757 | 29,417 | 25,680,053 | 21,596,532 | 3,333,145 | 750,376 |
| February..... | 1,197,950 | 122,456 | 310,488 | 30,117 | 26,757,537 | 22,487,263 | 3,503,164 | 767,110 |
| March..... | 1,255,574 | 128,690 | 325,060 | 30,993 | 28,110,114 | 23,575,495 | 3,746,879 | 787,740 |
| April..... | 1,294,468 | 134,907 | 341,063 | 31,594 | 29,005,790 | 24,314,066 | 3,896,532 | 795,192 |
| May..... | 1,325,664 | 165,498 | 406,689 | 33,734 | 30,657,022 | 24,706,663 | 5,103,776 | 846,583 |
| June..... | 1,290,709 | 171,410 | 421,837 | 35,042 | 30,527,577 | 24,413,199 | 5,239,847 | 874,531 |
| July..... | 1,393,528 | 175,022 | 431,626 | 37,253 | 32,148,444 | 25,826,354 | 5,399,014 | 923,076 |
| August..... | 1,434,233 | 182,850 | 452,568 | 38,624 | 33,185,212 | 26,612,223 | 5,625,035 | 947,954 |
| September..... | 1,468,366 | 193,696 | 480,561 | 40,133 | 34,831,769 | 27,859,085 | 5,938,848 | 1,033,836 |
| October..... | 1,504,992 | 199,334 | 495,452 | 41,204 | 35,910,634 | 28,653,932 | 6,199,639 | 1,057,063 |
| November..... | 1,543,577 | 204,464 | 508,419 | 42,567 | 37,299,507 | 29,667,015 | 6,543,274 | 1,089,218 |
| December..... | 1,579,896 | 211,721 | 526,609 | 43,752 | 38,661,246 | 30,746,600 | 6,794,942 | 1,119,704 |
| Total for 1938 (11 months)..... | | | | | 450,605,861 | 355,995,071 | 84,635,922 | 9,974,868 |
| January..... | 1,602,733 | 218,010 | 541,231 | 33,621 | 39,045,358 | 31,240,404 | 6,994,658 | 810,296 |
| February..... | 1,626,325 | 224,738 | 557,615 | 35,185 | 39,509,883 | 31,459,648 | 7,203,725 | 846,510 |
| March..... | 1,648,891 | 231,003 | 572,588 | 36,420 | 40,209,831 | 31,833,472 | 7,505,102 | 871,257 |
| April..... | 1,665,108 | 236,246 | 585,202 | 37,240 | 40,517,317 | 32,129,300 | 7,510,758 | 877,259 |
| May..... | 1,680,514 | 240,076 | 594,013 | 38,156 | 40,778,875 | 32,374,768 | 7,519,324 | 884,783 |
| June..... | 1,659,948 | 243,425 | 603,341 | 38,824 | 40,867,953 | 32,339,919 | 7,621,853 | 906,181 |
| July..... | 1,713,263 | 245,142 | 607,239 | 39,678 | 41,544,941 | 32,937,746 | 7,677,545 | 929,650 |
| August..... | 1,722,628 | 252,345 | 621,495 | 40,272 | 41,957,601 | 33,027,812 | 7,986,041 | 943,748 |
| September..... | 1,737,639 | 255,299 | 629,966 | 41,081 | 42,407,276 | 33,374,611 | 8,075,879 | 956,786 |
| October..... | 1,641,191 | 257,872 | 634,724 | 41,490 | 40,323,454 | 31,166,525 | 8,189,273 | 967,656 |
| November..... | 1,768,365 | 259,850 | 638,291 | 42,118 | 43,443,372 | 34,110,866 | 8,351,764 | 980,742 |

¹ Federal funds were first made available to the States for February 1936. Figures include relatively small numbers of cases eligible under State laws for whom no Federal funds may be expended and amounts of payments to individuals in excess of amounts which can be matched from Federal funds. No figures are included in any month for any State not administering Federal funds.

² Includes estimates for Hawaii for June 1937–May 1938.
³ Amount of obligations incurred for payments to recipients from Federal, State, and local funds; administrative expense and expense for hospitalization and burials are not included. Prior to July 1937, obligations incurred for assistance in kind and for payments to persons other than recipients for rendering services to recipients are not included.

Chart IV.—Public assistance in States with plans approved by the Social Security Board, February 1936–November 1938



for payments to recipients occurred in 40 States. In 14 States the increase was less than 1 percent, in 22 from 1 to 5 percent, and in only 4 States was it more than 5 percent. The largest relative increase in both the number of recipients and the amount of payments occurred in Virginia, where the program of aid to the aged was in its initial stage. The next largest percentage change in both items occurred in Indiana, where the age limit had been reduced in July 1938 from 70 to 65 years of age.

For 49 jurisdictions the increases from November 1937 to November 1938 in the total number of recipients and in the total amount of obligations were 13.4 percent and 14.0 percent, respectively. Increases in the number of recipients and in the amount of obligations occurred in 39 States. In 14 States the increases in the number of recipients and in the amount of obligations were 20 percent or more. The largest percentage increases occurred in States in which the programs of aid to the aged under the Social Security Act were in early stages of development in the fall of 1937. In Tennessee the number of recipients and the amount of obligations incurred for payments to recipients more than doubled. In South Carolina

the number of recipients more than doubled, but the amount of obligations increased less than one-half. In Kansas the amount of obligations incurred more than doubled, and the number of recipients showed a substantial increase.

In six States the number of recipients and the amount of obligations declined from November 1937 to November 1938. The largest percentage decrease in the amount of obligations, 58.3 percent, occurred in Arkansas and was accompanied by a decline of only 9 percent in the number of recipients. This large decline in payments in November 1938 was occasioned by decreases in revenue.

Recipients of Old-Age Assistance, January 1936–November 1938

The series of curves in chart IV show the number of recipients of old-age assistance in the continental United States and in selected States for the 35 months from January 1936 through November 1938. The curves are plotted on a semi-logarithmic scale and thus may be compared for rate of change. Similar slopes represent similar rates of change in the number of recipients. The curves are presented to illustrate the fact that underlying the composite curve for the continental United States there is great variation from State to State. This variation emphasizes the necessity for analyzing the factors which influence the trend in the number of recipients in each State in order to interpret the trend for the country as a whole.

The availability of Federal grants-in-aid to the States since February 1936 has been the primary impetus behind the rapid development of State old-age assistance programs. In November 1938 all States were administering this type of assistance under plans approved by the Social Security Board. Many of the 28 State laws under which payments were made in 1935 prior to the passage of the Social Security Act have been liberalized with respect to eligibility requirements. A number of States have lowered their age limits from 70 to 65 years, and many States now require a shorter period of residence than formerly. Furthermore, the requirement of the Social Security Act that a State plan must be in effect in all political subdivisions has broadened the coverage in a number of States in which previous laws were not State-wide in operation.

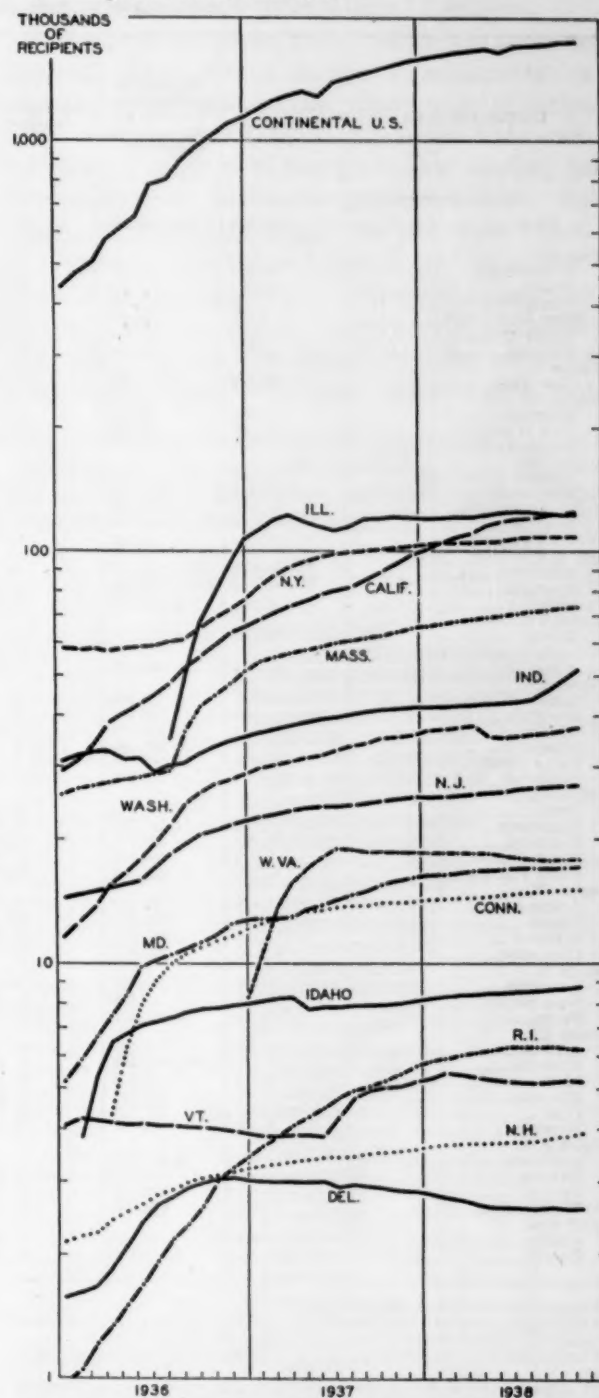
The stage of development of the old-age assistance program under a State law at the time Federal

funds became available under a State plan approved by the Social Security Board is the most important factor influencing the subsequent trend in the number of persons assisted. The States in which the number of recipients increased most rapidly in the early months of operation under the Social Security Act are those in which assistance to the aged was either not administered at all or in which only small numbers of aged persons were aided under State laws. The curves for Connecticut, Idaho, Illinois, and West Virginia are very steep for the initial months of operation under approved plans. In only one of these States—Idaho—were payments for old-age assistance made under a State law prior to the approval of a State plan by the Social Security Board, and in that State the number of recipients was small.

In States in which substantial case loads were carried over from previously existing programs for the aged, the growth in the number of recipients was less rapid. The curves for California, Indiana, Massachusetts, New Hampshire, New Jersey, and New York illustrate this fact. In Indiana recipients of old-age assistance under the previous State law were required to reapply for aid. Thus, in this State, emphasis was at first placed upon reinvestigation of cases carried over rather than upon investigation of new applications, and as a result the number of recipients moved downward during the first several months of operation under the Social Security Act.

The extent and adequacy of appropriations from State or from State and local funds likewise influence the development of an old-age assistance program. In Vermont the case load carried over when the State plan became effective more than absorbed the amount of State funds available for assistance, so that the number of recipients declined gradually between February 1936 and July 1937, when additional State funds became available. The decline from April through July 1937 in the number of recipients in Illinois is attributable to the limitation of State funds available for old-age assistance at the end of the fiscal year, and the rise thereafter is accounted for by an increased State appropriation. In West Virginia the number of recipients increased rapidly during the first 6 months of 1937 and by July had reached the maximum attainable within the limits of available State funds. Reinvestigations brought about a very gradual decline in the period subse-

Chart V.—Number of recipients of old-age assistance in the continental United States and selected States, January 1936–November 1938



quent to July 1937. The downward movement of the curve for Delaware during most of the fiscal year 1937–38 and the tendency to level off in the latter half of the calendar year 1938 are attributable to limitations of the State appropriation.

**Table 8.—Old-age assistance in States with plans approved by the Social Security Board, by regions and States
November 1938**

[Data reported by State agencies, corrected to Dec. 15, 1938]

| Region ¹ and State | Number of recipients | Amount of obligations incurred for payments to recipients ² | Average per recipient | Percentage change | | | | Number of recipients per 1,000 estimated ³ population 65 and over |
|-------------------------------|----------------------|--|-----------------------|-----------------------|-----------------------|------------------------|-----------------------|--|
| | | | | From October 1938 in— | | From November 1937 in— | | |
| | | | | Number of recipients | Amount of obligations | Number of recipients | Amount of obligations | |
| Total..... | 1,768,365 | \$34,110,866 | \$19.29 | +0.9 | +1.2 | +13.4 | +14.0 | 222 |
| Region I: | | | | | | | | |
| Connecticut..... | 15,104 | 391,330 | 25.91 | -1 | -2.7 | +7.4 | +9.5 | 129 |
| Maine..... | 12,076 | 250,776 | 20.77 | -9 | -1.1 | (7) | (7) | 140 |
| Massachusetts..... | 73,497 | 2,101,559 | 28.59 | +5 | +2.5 | +15.1 | +18.8 | 223 |
| New Hampshire..... | 3,932 | 90,848 | 23.10 | +2.0 | +2.8 | +10.5 | +14.9 | 78 |
| Rhode Island..... | 6,263 | 117,592 | 18.78 | -5 | -6 | +14.9 | +18.6 | 139 |
| Vermont..... | 5,229 | 75,490 | 14.44 | -8 | -9 | +3.0 | +7.8 | 134 |
| Region II: | | | | | | | | |
| New York..... | 108,945 | 2,613,353 | 23.99 | +3 | -1 | +6.8 | +8.9 | 138 |
| Region III: | | | | | | | | |
| Delaware..... | 2,588 | 28,008 | 10.82 | +3 | +4 | -10.4 | -10.2 | 123 |
| New Jersey..... | 27,100 | 520,002 | 19.19 | +5 | +1.0 | +7.9 | +17.4 | 108 |
| Pennsylvania..... | 88,402 | 1,872,588 | 21.18 | -6 | -1.0 | -6.6 | -9.7 | 142 |
| Region IV: | | | | | | | | |
| District of Columbia..... | 3,251 | 82,836 | 25.48 | +3 | +1.1 | +14.5 | +17.3 | 77 |
| Maryland..... | 17,248 | 301,763 | 17.50 | +2 | +2 | +8.1 | +9.5 | 130 |
| North Carolina..... | 31,670 | 294,392 | 9.30 | +1.5 | +1.9 | +75.4 | +76.5 | 227 |
| Virginia..... | 5,692 | 51,527 | 9.05 | +15.8 | +24.8 | (7) | (7) | 37 |
| West Virginia..... | 17,025 | 247,032 | 13.78 | (10) | +1 | -3.7 | -5.7 | 229 |
| Region V: | | | | | | | | |
| Kentucky..... | 43,915 | 384,768 | 8.76 | +1.8 | +1.3 | +21.0 | +5.6 | 237 |
| Michigan..... | 70,786 | 1,213,860 | 17.15 | +2.8 | +1.8 | +17.8 | +6.9 | 242 |
| Ohio..... | 112,065 | 2,578,428 | 23.01 | (11) | (11) | +8.3 | +17.6 | 232 |
| Region VI: | | | | | | | | |
| Illinois..... | 123,580 | 2,275,220 | 18.41 | +4 | +1.0 | +1.5 | +11.9 | 247 |
| Indiana..... | 51,960 | 855,306 | 16.46 | +5.7 | +6.2 | +25.0 | +29.1 | 180 |
| Wisconsin..... | 43,035 | 889,897 | 20.68 | +1.3 | +2.5 | +15.3 | +20.1 | 196 |
| Region VII: | | | | | | | | |
| Alabama..... | 15,751 | 150,060 | 9.53 | +1.0 | +2 | +15.5 | -1.2 | 143 |
| Florida..... | 32,879 | 455,978 | 13.87 | +3.0 | +2.7 | +64.2 | +42.5 | 346 |
| Georgia..... | 35,542 | 312,829 | 8.80 | +1.0 | +7 | +79.5 | +59.9 | 271 |
| Mississippi..... | 18,401 | 126,141 | 6.86 | +2.3 | +3.9 | +17.1 | +77.5 | 215 |
| South Carolina..... | 22,557 | 163,565 | 7.25 | +1.1 | +2.0 | +122.1 | +43.5 | 384 |
| Tennessee..... | 22,446 | 296,909 | 13.23 | -7 | -7 | +119.7 | +120.4 | 173 |
| Region VIII: | | | | | | | | |
| Iowa..... | 50,491 | 1,000,675 | 19.82 | +1.2 | +1.2 | +16.5 | +17.0 | 251 |
| Minnesota..... | 64,781 | 1,317,183 | 20.33 | +5 | +9 | +3.9 | +7.7 | 332 |
| Nebraska..... | 26,808 | 438,874 | 16.37 | +7 | +6.6 | +4.6 | +14.5 | 274 |
| North Dakota..... | 7,770 | 134,421 | 17.30 | +6 | +1.2 | +7.9 | +11.6 | 218 |
| South Dakota..... | 16,092 | 322,946 | 20.07 | +5 | +5 | +27.5 | +40.0 | 353 |
| Region IX: | | | | | | | | |
| Arkansas..... | 17,453 | 72,899 | 4.18 | -1.6 | -2.6 | -9.0 | -58.3 | 216 |
| Kansas..... | 21,614 | 418,797 | 19.38 | +2.1 | +5.6 | +91.1 | +102.0 | 186 |
| Missouri..... | 73,854 | 1,355,941 | 18.36 | +1.0 | +2.0 | -9 | +37.9 | 237 |
| Oklahoma..... | 65,253 | 993,681 | 15.23 | +5 | +6 | -4.6 | -2.8 | 546 |
| Region X: | | | | | | | | |
| Louisiana..... | 27,587 | 280,435 | 10.17 | +1.9 | +2.7 | +15.7 | +19.5 | 340 |
| New Mexico..... | 3,738 | 41,719 | 11.16 | -7 | -2 | +7.7 | +1.4 | 249 |
| Texas..... | 113,017 | 1,563,177 | 13.83 | -3 | -2 | -1.4 | -5 | 397 |
| Region XI: | | | | | | | | |
| Arizona..... | 6,703 | 174,636 | 26.05 | +1.6 | +1.8 | +41.3 | +46.0 | 394 |
| Colorado..... | 37,505 | 1,085,954 | 28.95 | +2 | +4 | +15.3 | -15.9 | 467 |
| Idaho..... | 8,810 | 189,830 | 21.55 | +8 | +8 | +9.8 | +9.0 | 330 |
| Montana..... | 12,473 | 254,969 | 20.44 | +5 | +6 | +12.8 | +12.1 | 402 |
| Utah..... | 13,322 | 271,946 | 20.41 | +3 | +7 | +22.3 | -3.1 | 463 |
| Wyoming..... | 2,959 | 63,786 | 21.56 | +6 | +7 | +4.7 | +6.9 | 256 |
| Region XII: | | | | | | | | |
| California..... | 124,979 | 4,050,363 | 32.41 | +1.0 | +1.0 | +33.9 | +30.5 | 273 |
| Nevada..... | 2,071 | 54,741 | 26.43 | +9 | +6 | +90.0 | +77.7 | 345 |
| Oregon..... | 18,877 | 402,133 | 21.30 | +1.5 | +1.6 | +46.9 | +45.9 | 225 |
| Washington..... | 37,525 | 828,058 | 22.07 | +1.6 | +1.4 | +5.6 | +3.0 | 368 |
| Territories: | | | | | | | | |
| Alaska..... | 1,061 | 29,111 | 27.44 | +1.5 | +2.0 | +73.4 | +70.0 | 265 |
| Hawaii..... | 1,783 | 22,424 | 12.58 | +1.0 | +1.0 | +31.4 | +20.2 | 153 |

¹ Social Security Board administrative regions.

² Obligations incurred from Federal, State, and local funds; administrative expense and expense for hospitalization and burials are not included.

³ Estimated with the advice of the U. S. Bureau of the Census as of July 1, 1938.

⁴ Comparison for 47 States, the District of Columbia, Alaska, and Hawaii administering approved plans for October and November 1938.

⁵ Comparison for 46 States, the District of Columbia, Alaska, and Hawaii administering approved plans for November 1937 and November 1938.

⁶ Adjustments have been made for grants covering 2 or more eligible individuals for Alabama, Arkansas, Georgia, Idaho, Kansas, Louisiana, Maryland, Mississippi, New Hampshire, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wyoming, and Hawaii.

⁷ Not administering old-age assistance under an approved plan for November 1937.

⁸ Minimum age under State plan is 70 years, but rate is based on population 65 and over.

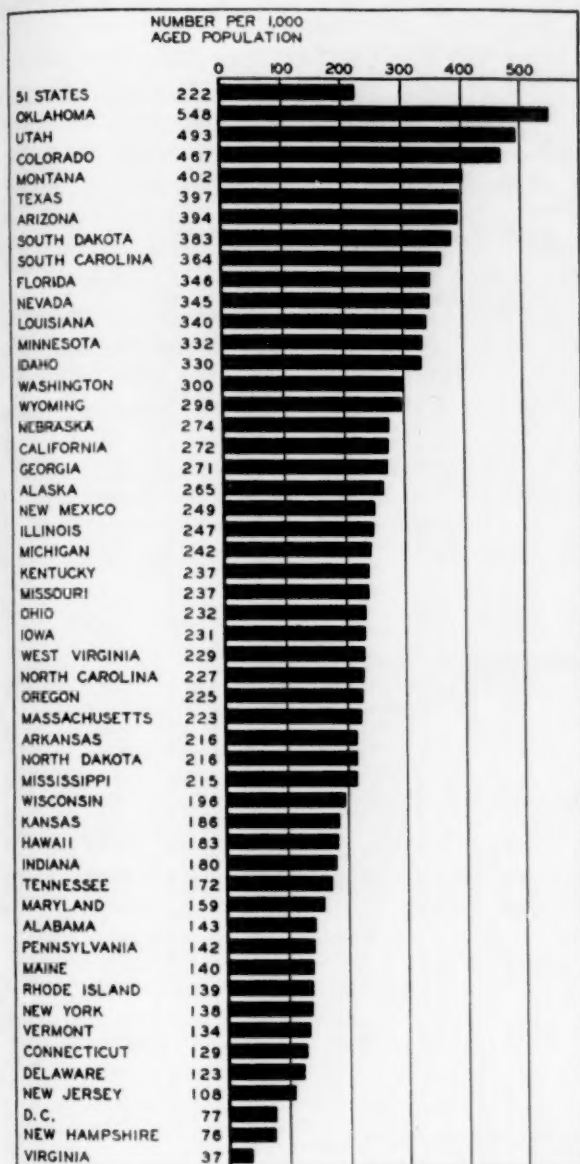
⁹ Preliminary figures, subject to revision.

¹⁰ No change.

¹¹ Not administering old-age assistance under an approved plan for October 1938.

¹² Includes \$84,188 incurred from State and local funds for payments to 2,946 recipients 60 but under 65 years of age. Rate per 1,000 does not include these recipients.

Chart VI.—Recipients of old-age assistance per 1,000 population 65 years of age and over in States with plans approved by the Social Security Board, November 1938



The curves depicting rates of change in four States reflect a reduction of the age limit during the period covered in chart V. In New Jersey the age limit was reduced from 70 to 65 years in June 1936. The number of recipients in Massachusetts increased sharply subsequent to September 1936, when the age limit was reduced from 70 to 65 years. The same effect is discernible in the curve for New York where a 65-year age limit became effective in October 1936. In Indiana a

reduction of the age limit from 70 to 65 years went into effect in July 1938, and the curve moved upward more rapidly after a lag of 2 months.

The curves for Idaho and Washington serve to illustrate the impact of changes in administrative procedures and policies upon the number of recipients. In May 1937 recipients in Idaho were notified that provisions of the State law relating to the recovery of assistance payments from the estates of recipients would be put into effect. This announcement was followed by the discontinuance of assistance to a substantial number of recipients who refused to comply with this eligibility requirement. In June 1937 the recovery provisions were removed from the State plan, and

Chart VII.—Number of children receiving aid to dependent children per 1,000 population under 16 years of age in States with plans approved by the Social Security Board, November 1938



the number of recipients increased gradually in subsequent months. The decline in the number of

recipients in Washington from April to May 1938 was the result of a case-load review.

Table 9.—Aid to dependent children in States with plans approved by the Social Security Board, by regions and States, November 1938

[Data reported by State agencies, corrected to Dec. 15, 1938]

| Region ¹ and State | Number of recipi- ents | | Amount of obliga- tions in- curred for payments to recipi- ents ² | Average per family | Percentage change | | | | | | Number of recipi- ents per 1,000 es- timated ³ popula- tion under 16 |
|-------------------------------|---------------------------|----------|---|--------------------------|---------------------------|------------------|----------------------------|---------------------------|------------------|----------------------------|---|
| | Families | Children | | | From October 1938 in— | | | From November 1937 in— | | | |
| | | | | | Number of recipi- ents | | Amount of obliga- tions | Number of recipi- ents | | Amount of obliga- tions | |
| | | | | | Families | Children | | Families | Children | | |
| Total..... | 259,850 | 638,291 | \$8,351,764 | \$32.14 | +1.4 | +1.2 | +2.2 | +26.6 | +24.9 | +27.3 | 21 |
| Region I: | | | | | | | | | | | |
| Maine..... | 1,326 | 3,475 | 49,847 | 37.59 | +4 | +5 | +9 | +5.6 | +3.9 | +6.6 | 15 |
| Massachusetts..... | 9,202 | 22,439 | 538,809 | 58.55 | +1.1 | +8 | +3 | +28.8 | +23.3 | +16.9 | 26 |
| New Hampshire..... | 344 | 923 | 13,119 | 38.14 | (³) | -5 | -1.9 | -3.4 | -7.4 | -1.8 | 7 |
| Rhode Island..... | 1,020 | 2,779 | 48,606 | 47.65 | +1.6 | +1.2 | +1.4 | +18.7 | +12.5 | +8.9 | 15 |
| Vermont..... | 349 | 1,068 | 8,799 | 25.21 | +1.5 | +1.4 | +5.7 | +3 | +38.2 | +36.3 | 10 |
| Region II: | | | | | | | | | | | |
| New York..... | 34,540 | 69,230 | 1,693,363 | 49.03 | +1.6 | +1.1 | +2.0 | +32.0 | +27.3 | +41.3 | 22 |
| Region III: | | | | | | | | | | | |
| Delaware..... | 466 | 1,090 | 14,297 | 30.68 | -1.3 | -1.1 | -8 | +3.6 | +3.2 | +4.0 | 16 |
| New Jersey..... | 11,008 | 24,670 | 321,675 | 29.22 | +1.8 | +1.5 | +1.8 | +2.1 | +1.6 | +3.7 | 22 |
| Pennsylvania..... | 17,178 | 42,180 | 591,650 | 34.44 | -2 | (³) | +4 | +2.7 | -9 | +1.1 | 14 |
| Region IV: | | | | | | | | | | | |
| District of Columbia..... | 1,056 | 3,215 | 48,982 | 46.38 | -2.4 | -2.1 | -1.5 | -12.0 | -9.3 | -10.8 | 25 |
| Maryland..... | 7,499 | 20,445 | 236,447 | 31.53 | +1.1 | +9 | +1.3 | +21.6 | +16.4 | +20.8 | 41 |
| North Carolina..... | 7,624 | 20,839 | 115,906 | 15.20 | +2.0 | +1.9 | +2.1 | +132.2 | +112.6 | +120.9 | 16 |
| Virginia..... | 7,662 | 2,354 | 12,598 | 19.03 | +6.8 | +1 | +5.2 | (³) | (³) | (³) | 1 |
| West Virginia..... | 5,850 | 16,985 | 124,608 | 21.30 | +1.3 | +1.3 | +1.5 | +14.2 | +12.1 | +11.7 | 27 |
| Region V: | | | | | | | | | | | |
| Michigan..... | 12,111 | 28,230 | 483,575 | 39.93 | +4 | +3 | +4.9 | +8.0 | +7.1 | +13.0 | 21 |
| Ohio..... | 10,762 | 30,897 | 426,995 | 39.68 | -3 | -5 | -9 | +5.3 | +12.0 | +14.1 | 11 |
| Region VI: | | | | | | | | | | | |
| Indiana..... | 14,972 | 31,471 | 409,190 | 27.33 | +1.5 | +1.0 | +1.6 | +35.3 | +29.1 | +30.5 | 34 |
| Wisconsin..... | 10,526 | 24,779 | 393,641 | 37.40 | +1.5 | +1.5 | +2.7 | +12.2 | +13.2 | +19.7 | 21 |
| Region VII: | | | | | | | | | | | |
| Alabama..... | 5,516 | 16,343 | 70,544 | 12.79 | +1.0 | +1.2 | +1.9 | +13.5 | +13.3 | +9.6 | 18 |
| Florida..... | 11,357 | 11,101 | 10,438 | 29.24 | +200.0 | +186.7 | +188.2 | (³) | (³) | (³) | 1 |
| Georgia..... | 4,545 | 12,199 | 95,660 | 21.05 | +9 | +3 | +5 | +80.3 | +71.6 | +68.8 | 12 |
| South Carolina..... | 3,860 | 11,367 | 54,669 | 14.16 | +1.2 | +1.0 | +2.2 | +216.4 | +212.2 | +119.9 | 18 |
| Tennessee..... | 9,976 | 26,919 | 184,067 | 18.45 | -6 | -9 | -2 | +70.2 | +58.9 | +72.0 | 29 |
| Region VIII: | | | | | | | | | | | |
| Minnesota..... | 6,498 | 16,465 | 231,554 | 35.63 | +2.8 | +2.7 | +3.2 | +46.2 | +42.6 | +59.2 | 22 |
| Nebraska..... | 14,490 | 10,347 | 116,642 | 25.98 | +1.1 | +1.0 | +7.4 | +14.1 | +10.8 | +24.5 | 27 |
| North Dakota..... | 1,189 | 3,705 | 40,515 | 34.07 | +4.2 | +4.2 | +4.4 | +529.1 | +496.6 | +610.2 | 11 |
| Region IX: | | | | | | | | | | | |
| Arkansas..... | 4,131 | 11,405 | 22,396 | 5.42 | -2.2 | -3.1 | -2.1 | -15.3 | -13.6 | -55.8 | 17 |
| Kansas..... | 4,550 | 10,874 | 139,902 | 30.75 | +2.4 | +2.1 | +6.2 | +106.4 | +90.8 | +127.3 | 21 |
| Missouri..... | 7,236 | 17,858 | 220,083 | 30.42 | +10.9 | +9.9 | +10.3 | (³) | (³) | (³) | 17 |
| Oklahoma..... | 15,275 | 35,355 | 212,449 | 13.91 | +3 | +3 | +9 | +14.8 | +14.1 | +6 | 40 |
| Region X: | | | | | | | | | | | |
| Louisiana..... | 9,364 | 26,605 | 197,769 | 21.12 | +2.2 | +1.9 | +3.0 | +20.5 | +18.2 | +24.5 | 28 |
| New Mexico..... | 1,435 | 4,135 | 26,177 | 18.24 | -1.3 | -1.6 | +4 | +21.4 | +18.7 | -11.1 | 26 |
| Region XI: | | | | | | | | | | | |
| Arizona..... | 1,925 | 5,732 | 63,843 | 33.17 | +2.3 | +2.6 | +2.9 | +38.9 | +40.5 | +41.1 | 43 |
| Colorado..... | 3,828 | 9,871 | 118,201 | 30.88 | +1.3 | +1.2 | +1.6 | +17.5 | +15.5 | +18.1 | 35 |
| Idaho..... | 2,654 | 6,291 | 70,464 | 26.55 | +8 | +1.0 | +1.5 | +17.6 | +16.6 | +20.3 | 41 |
| Montana..... | 2,071 | 4,838 | 58,424 | 28.21 | +6 | +3 | +7 | +35.3 | +32.5 | +37.7 | 25 |
| Utah..... | 2,929 | 7,284 | 94,992 | 32.43 | +1.5 | +2.2 | +4.7 | +18.5 | +20.2 | +16.3 | 42 |
| Wyoming..... | 565 | 1,444 | 17,596 | 31.14 | -7 | (³) | +2 | -6.6 | -4.2 | -3.0 | 21 |
| Region XII: | | | | | | | | | | | |
| California..... | 12,682 | 31,364 | 513,034 | 40.45 | +1.1 | +1.3 | +3.2 | +19.0 | +18.6 | +31.1 | 25 |
| Oregon..... | 1,534 | 3,387 | 59,360 | 38.70 | +2.5 | +2.1 | +3.7 | +59.0 | +52.6 | +80.0 | 14 |
| Washington..... | 5,830 | 13,106 | 169,295 | 29.04 | +5 | +6 | +1.3 | -8.9 | -4.3 | -10.8 | 33 |
| Territory: | | | | | | | | | | | |
| Hawaii..... | 915 | 3,227 | 31,583 | 34.52 | +6.4 | +5.9 | +9.6 | +8.7 | +9.1 | -6.6 | 24 |

¹ Social Security Board administrative regions.

² Obligations incurred from Federal, State, and local funds; administrative expense and expense for hospitalization and burials are not included.

³ Estimated with the advice of the U. S. Bureau of the Census as of July 1, 1938.

⁴ Comparison for 38 States, the District of Columbia, and Hawaii with approved plans for November 1937 and November 1938.

⁵ No change.

⁶ Decrease of less than 0.1 percent.

⁷ Preliminary figures, subject to revision.

⁸ Not administering aid to dependent children under an approved plan for November 1937.

⁹ Includes 4,134 children 16 to 18 years of age. Rate per 1,000 does not include these children.

¹⁰ Includes an unknown number of children 16 years of age and over.

¹¹ Does not include aid to dependent children administered by county governments to recipients not yet approved for aid under the State plan.

¹² In addition, in 75 counties payments amounting to \$13,972 were made from local funds without Federal participation to 758 families in behalf of 1,367 children under the State mothers'-pension law. It is possible that a large number of the families receiving aid from this source for November also received aid under the State plan for aid to dependent children approved by the Social Security Board.

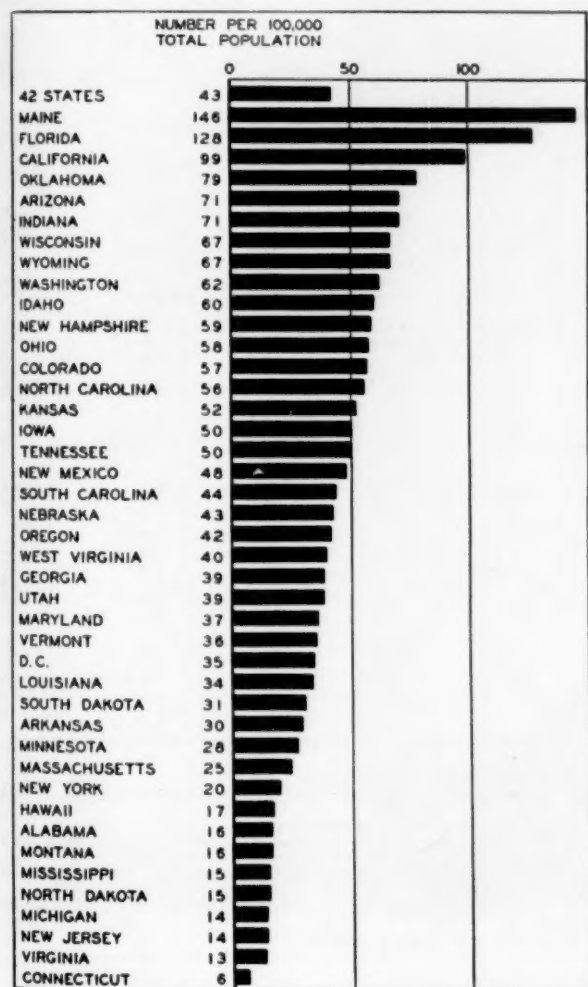
¹³ Federal funds available, but no payments were made for November 1937.

Aid to Dependent Children

Obligations amounting to \$8.4 million were incurred for payments to 260,000 families in behalf of 638,300 dependent children in November in States with plans approved by the Social Security Board. As may be seen from table 9, average payments per family for November amounted to \$32.14. These average payments ranged from \$5.42 in Arkansas to \$58.55 in Massachusetts.

From October to November the number of families to whom payments were made in behalf of dependent children increased 1.4 percent, the number of dependent children 1.2 percent, and the amount of obligations incurred 2.2 percent. For the most part, percentage changes from the previous month in all three items in the various

Chart VIII.—Recipients of aid to the blind per 100,000 total population in States with plans approved by the Social Security Board, November 1938



States were very slight. In 33 States the numbers of both families and children and the amount of obligations increased, although in only 3 States were the increases in all three items as much as 5 percent. In Florida the increase in the number of families was 200 percent, in the number of children 186.7 percent, and in the amount of payments 188.2 percent. In five States there were small decreases in the number of families and of children and in the amount of payments.

From November 1937 to November 1938 the number of families, the number of children, and the amount of obligations incurred for payments to recipients each increased approximately one-fourth in the 40 States making payments under approved plans in both months. Thirty-one States showed increases in all three items. In 7 of these 31 States the rise in the numbers of families and children and in the amount of payments was 50 percent or more. In South Carolina the increases in the number of families and the number of children were 216.4 percent and 212.2 percent, respectively, and in the amount of payments 119.9 percent. In North Dakota the increases in the three items were approximately 500 percent. A change in administrative policy in Vermont accounts for the fact that in that State the amount of payments increased 36.3 percent and the number of children in whose behalf payments were made increased 38.2 percent, whereas the number of families increased only 0.3 percent.

Aid to the Blind

Total obligations for payments to 42,100 recipients of aid to the blind in States with plans approved by the Social Security Board amounted to \$980,700 for November. These figures represent increases of approximately 1 percent over those for the preceding month. Average payments per recipient amounted to \$23.29 and ranged from \$4.47 in Arkansas to \$47.92 in California.

Increases in the number of recipients and in the amount of obligations occurred in 23 States from October to November. In two States, Virginia and Michigan, the increases in obligations were 22.3 percent and 10.1 percent, respectively. In Virginia the increase in the number of recipients was 23.5 percent. The percentage increases in other States were very slight.

In eight States there were decreases both in the number of recipients of aid to the blind and in the amount of obligations incurred for payments to recipients. Only one State showed a decrease of as much as 3 percent in either item.

From November 1937 to November 1938 the total number of recipients and total amount of obligations increased approximately 23 percent. Twenty-seven States showed increases in both items over the same month of the previous year.

Table 10.—Aid to the blind in States with plans approved by the Social Security Board, by regions and States, November 1938

[Data reported by State agencies, corrected to Dec. 15, 1938]

| Region ¹ and State | Number of recipients | Amount of obligations incurred for payments to recipients ² | Average per recipient | Percentage change | | | | Number of recipients per 100,000 estimated ³ population |
|-------------------------------|----------------------|--|-----------------------|-----------------------|-----------------------|------------------------|-----------------------|--|
| | | | | From October 1938 in— | | From November 1937 in— | | |
| | | | | Number of recipients | Amount of obligations | Number of recipients | Amount of obligations | |
| Total..... | 42, 118 | \$980, 742 | \$23. 29 | +0. 8 | +1. 1 | +23. 4 | +22. 9 | 41 |
| Region I: | | | | | | | | |
| Connecticut..... | ⁴ 101 | ⁵ 2, 505 | 24. 80 | (⁷) | (⁷) | (⁹) | (⁹) | ¹⁰ 14 |
| Maine..... | 1, 252 | 28, 561 | 22. 81 | +1. 0 | +1. 1 | +10. 2 | +16. 5 | 146 |
| Massachusetts..... | 1, 092 | 23, 774 | 21. 77 | — .4 | + .5 | +10. 4 | +24. 7 | 25 |
| New Hampshire..... | 303 | 6, 523 | 21. 53 | +1. 7 | +2. 0 | +5. 9 | +11. 5 | 59 |
| Vermont..... | 136 | 2, 272 | 16. 71 | (⁹) | — .4 | —17. 1 | —10. 8 | 36 |
| Region II: | | | | | | | | |
| New York..... | 2, 631 | 63, 559 | 24. 16 | +1. 7 | +2. 7 | +19. 6 | +28. 2 | 26 |
| Region III: | | | | | | | | |
| New Jersey..... | 596 | 13, 336 | 22. 38 | — .3 | + .2 | +11. 8 | +13. 8 | 14 |
| Region IV: | | | | | | | | |
| District of Columbia..... | 218 | 5, 898 | 27. 06 | — .5 | + .5 | +26. 7 | +33. 6 | 31 |
| Maryland..... | 622 | 13, 087 | 21. 04 | (⁹) | + .6 | +6. 1 | +10. 0 | 37 |
| North Carolina..... | 1, 961 | 28, 628 | 14. 60 | —1. 1 | —2. 0 | +13. 0 | +17. 5 | 56 |
| Virginia..... | ¹¹ 357 | ¹² 4, 231 | ¹³ 11. 85 | +23. 5 | +22. 3 | (¹¹) | (¹¹) | 33 |
| West Virginia..... | 747 | 12, 808 | 17. 15 | +2. 2 | +2. 0 | + .1 | —3. 1 | 46 |
| Region V: | | | | | | | | |
| Michigan..... | 659 | 16, 923 | 25. 68 | +2. 8 | +10. 1 | +18. 5 | +19. 5 | 14 |
| Ohio..... | 3, 924 | 76, 858 | 19. 59 | (¹¹) | — .2 | +4. 7 | +10. 7 | 52 |
| Region VI: | | | | | | | | |
| Indiana..... | 2, 471 | 47, 750 | 19. 32 | + .3 | + .4 | +14. 5 | +19. 3 | 71 |
| Wisconsin..... | 1, 966 | 43, 970 | 22. 36 | (⁹) | + .3 | — .8 | +1. 2 | 67 |
| Region VII: | | | | | | | | |
| Alabama..... | 472 | 4, 174 | 8. 84 | + .2 | —1. 2 | +42. 6 | +24. 9 | 18 |
| Florida..... | ¹³ 2, 142 | ¹⁴ 31, 241 | 14. 58 | ¹⁵ +5. 1 | ¹⁶ +4. 9 | (¹¹) | (¹¹) | ¹⁷ 128 |
| Georgia..... | 1, 211 | 13, 303 | 10. 99 | +1. 9 | +1. 9 | +79. 4 | +61. 5 | 39 |
| Mississippi..... | 294 | 2, 075 | 7. 06 | (¹⁴) | (¹⁴) | (¹¹) | (¹¹) | 13 |
| South Carolina..... | 829 | 7, 934 | 9. 57 | — .1 | + .5 | +124. 7 | +61. 5 | 44 |
| Tennessee..... | 1, 438 | 21, 105 | 14. 68 | — .7 | — .6 | +189. 9 | +184. 6 | 50 |
| Region VIII: | | | | | | | | |
| Iowa..... | 1, 265 | 29, 337 | 23. 19 | +1. 8 | +1. 7 | (¹⁸) | (¹⁸) | 56 |
| Minnesota..... | 740 | 18, 210 | 24. 61 | +1. 4 | +3. 1 | +51. 3 | +103. 4 | 28 |
| Nebraska..... | 592 | 11, 810 | 19. 95 | — .8 | (¹⁴) | +8. 4 | +12. 7 | 43 |
| North Dakota..... | 109 | 2, 089 | 19. 17 | —5. 2 | —3. 6 | (¹⁸) | (¹⁸) | 13 |
| South Dakota..... | 215 | 4, 356 | 20. 26 | +2. 4 | +1. 3 | (¹¹) | (¹¹) | 31 |
| Region IX: | | | | | | | | |
| Arkansas..... | 624 | 2, 789 | 4. 47 | — .8 | —1. 1 | —9. 7 | —55. 5 | 30 |
| Kansas..... | 969 | 20, 008 | 20. 65 | +3. 6 | +5. 7 | +240. 0 | +240. 4 | 52 |
| Oklahoma..... | 2, 014 | 32, 414 | 16. 09 | — .7 | — .8 | +5. 7 | +1. 7 | 79 |
| Region X: | | | | | | | | |
| Louisiana..... | 729 | 9, 491 | 13. 02 | +1. 4 | +2. 3 | +41. 3 | +42. 5 | 34 |
| New Mexico..... | 201 | 2, 705 | 13. 46 | + .5 | + .9 | +9. 2 | —5. 7 | 45 |
| Region XI: | | | | | | | | |
| Arizona..... | 292 | 7, 115 | 24. 37 | +1. 4 | +1. 9 | +13. 2 | +19. 0 | 71 |
| Colorado..... | 612 | 17, 260 | 28. 20 | + .8 | +1. 8 | +5. 7 | +8. 1 | 57 |
| Idaho..... | 295 | 6, 560 | 22. 24 | +1. 4 | +1. 7 | +6. 9 | +4. 5 | 60 |
| Montana..... | 87 | 1, 856 | 21. 33 | (⁷) | (⁷) | (¹¹) | (¹¹) | 14 |
| Utah..... | 202 | 5, 130 | 25. 40 | —1. 5 | —1. 4 | —16. 2 | —15. 9 | 20 |
| Wyoming..... | 158 | 4, 531 | 28. 68 | —1. 9 | —1. 6 | —5. 4 | —10. 6 | 67 |
| Region XII: | | | | | | | | |
| California..... | 6, 066 | 290, 679 | 47. 92 | +1. 3 | +1. 3 | +18. 9 | +18. 6 | 99 |
| Oregon..... | 435 | 11, 096 | 25. 51 | +1. 2 | +1. 2 | +3. 8 | +6. 1 | 62 |
| Washington..... | 1, 023 | 31, 824 | 31. 11 | +1. 1 | + .3 | +6. 2 | —4. 1 | 62 |
| Territory: | | | | | | | | |
| Hawaii..... | 68 | 967 | 14. 22 | (⁷) | (⁷) | (¹¹) | (¹¹) | 17 |

¹ Social Security Board administrative regions.

² Obligations incurred from Federal, State, and local funds; administrative expense and expense for hospitalization and burials are not included.

³ Estimated by the U. S. Bureau of the Census as of July 1, 1937.

⁴ Comparison for 39 States, the District of Columbia, and Hawaii with approved plans for October and November 1938; excludes Mississippi.

⁵ Comparison for 34 States, the District of Columbia, and Hawaii with approved plans for November 1937 and November 1938.

⁶ Does not include aid to the blind administered under a State law without Federal participation.

⁷ Not computed, because figures for October 1938 are too small for comparison.

⁸ Connecticut had an approved plan for aid to the blind for November 1937 but did not request Federal funds.

⁹ No change.

¹⁰ Preliminary figures, subject to revision.

¹¹ Not administering aid to the blind under an approved plan for November 1937.

¹² Increase of less than 0.1 percent.

¹³ Does not include aid to the blind administered by county governments to recipients not yet approved for aid under the State plan.

¹⁴ Plan for aid to the blind approved, but Federal funds were not available during October 1938.

¹⁵ Not computed, because figures for November 1937 are too small for comparison.

¹⁶ Decrease of less than 0.1 percent.

RELIEF IN URBAN AREAS FOR OCTOBER 1938

For October 1938 the total amount of obligations incurred for relief from public and private funds in the 116 urban areas was \$123.9 million, representing an increase over the previous month of 1.6 percent. All types of public relief, with the exception of general relief, likewise showed increases. The largest percentage increase—2.9 percent—was that for earnings of persons certified as in need of relief on work projects of the Works Progress Administration. Earnings under this program amounted to \$81.4 million for October.

The total amount of obligations incurred for the three special types of public assistance was \$17.1 million. Of this amount, \$12.2 million was incurred for old-age assistance, \$4.2 million for aid to dependent children, and approximately \$700,000 for aid to the blind. Each of the three types of aid increased about 1 percent from September to October.

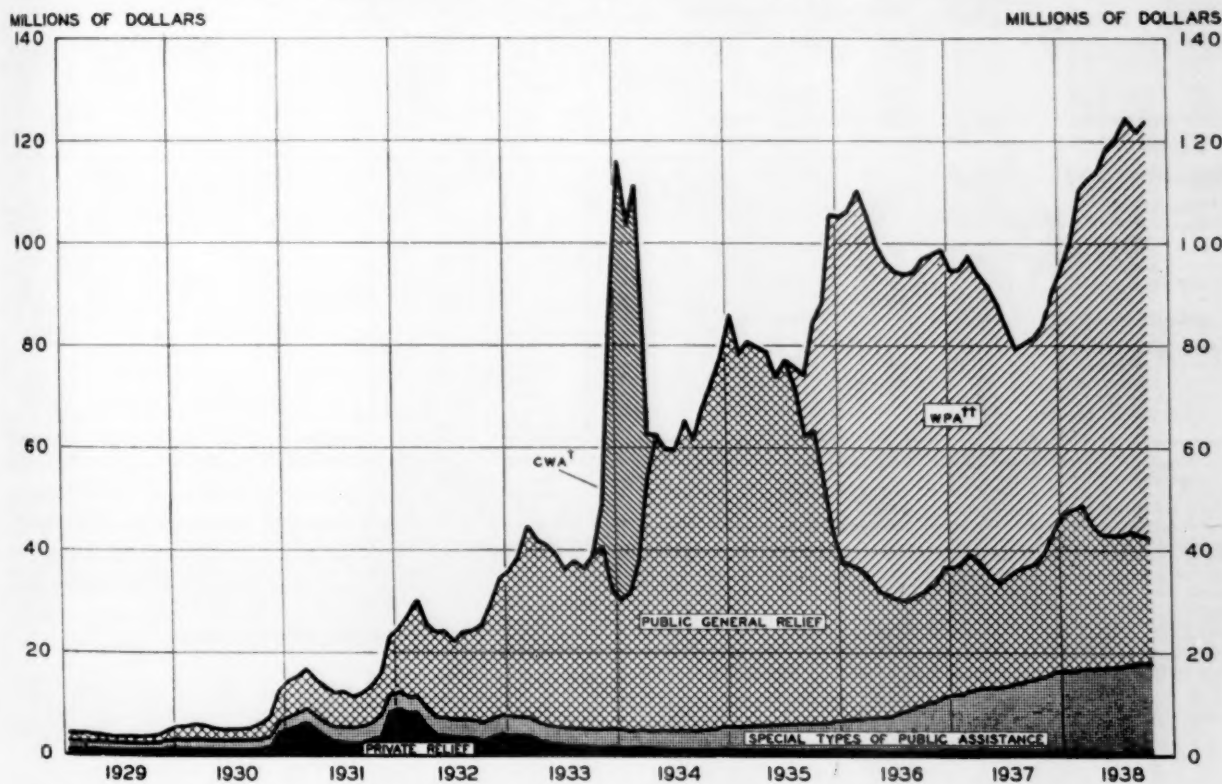
During October the amount of obligations incurred for general relief was \$24.6 million, repre-

senting a decrease of 2.0 percent from September. This decline in the amount of obligations for general relief was accompanied by a rise in the earnings of persons employed on work projects of the WPA.

From September to October increases of 10 percent or more in the total amount of relief occurred in 13 urban areas, as follows: New Bedford, Massachusetts, 10.0 percent; Jacksonville, Florida, 10.4 percent; Charleston, South Carolina, 10.8 percent; St. Paul, Minnesota, 11.7 percent; San Francisco, California, Miami, Florida, and Lowell, Massachusetts, 12.1 percent; Springfield, Massachusetts, 12.3 percent; Rochester, New York, 13.0 percent; Niagara Falls, New York, 13.3 percent; Sioux City, Iowa, 16.3 percent; Brockton, Massachusetts, 17.5 percent; and Hartford, Connecticut, 35.6 percent.

Decreases of 10 percent or more in the total relief bill occurred in 10 urban areas as follows: Fall River, Massachusetts, 10.0 percent; Detroit,

Chart I.—Relief in 116 urban areas in the United States, January 1929–October 1938



†Earnings under Civil Works Administration of all persons employed under the program, including the administrative staff.

††Earnings under Works Progress Administration of persons employed on projects within the areas and certified as in need of relief.

Michigan, 12.6 percent; Fort Wayne, Indiana, 12.7 percent; Houston, Texas, 13.5 percent; Newton, Massachusetts, 14.6 percent; Pontiac, Michigan, 15.0 percent; Saginaw, Michigan, 15.1 percent; Fort Worth, Texas, 21.6 percent; Malden, Massachusetts, 23.4 percent; and Flint, Michigan, 25.3 percent. As shown above, four of the five Michigan areas included in the series showed a decrease of more than 10 percent; the fifth, Grand Rapids, reported a drop of 6.4 percent.

The total amount of relief from public funds increased 53.1 percent from October 1937 to October 1938. General relief increased the least—10.2 percent—and earnings of persons employed on work projects of the WPA showed the largest increase—85.5 percent. Of the three special types of public assistance, aid to dependent children showed the largest percentage increase and old-age assistance the smallest.

Chart II.—Special types of public assistance in 116 urban areas in the United States, January 1929–October 1938

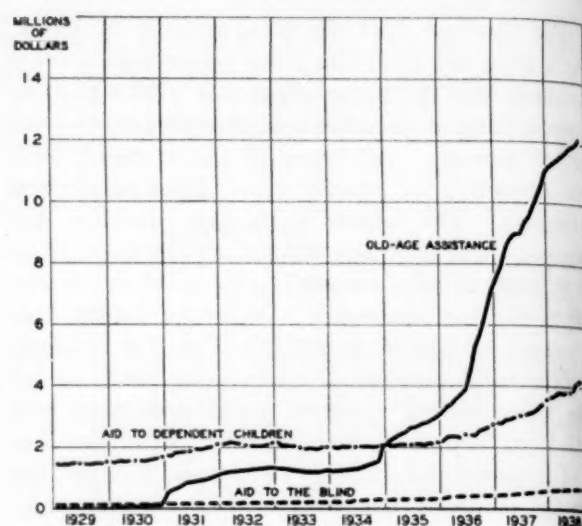


Table 1.—Relief in 116 urban areas: Cases aided, amount of relief,¹ percentage change, and percentage distribution by type of administrative agency, October 1938

[Corrected to Dec. 15, 1938]

| Type of administrative agency | Number of cases ² | Amount of relief | Percentage change from— | | | | Percentage distribution of relief in— | | |
|--|------------------------------|------------------|-------------------------|---------------------|--------------------|---------------------|---------------------------------------|-----------------------------|---------------------------|
| | | | September 1938 | | October 1937 | | October 1938 ³ | September 1938 ³ | October 1937 ³ |
| | | | In number of cases | In amount of relief | In number of cases | In amount of relief | | | |
| Total..... | (4) | \$ 123,922, 240 | (5) | +1.6 | (6) | +52.4 | 100.0 | 100.0 | 100.0 |
| Public agencies..... | (4) | \$ 123, 101, 249 | (5) | +1.6 | (6) | +53.1 | 99.3 | 99.3 | 99.1 |
| General relief ⁴ | 883, 150 | 24, 555, 778 | -2.4 | -2.0 | +16.4 | +10.2 | 19.8 | 20.5 | 22.4 |
| Special types of assistance..... | 632, 322 | 17, 101, 741 | +7 | +9 | +16.9 | +20.4 | 13.8 | 13.9 | 17.3 |
| Old-age assistance ⁵ | 507, 090 | 12, 173, 449 | +7 | +9 | +15.8 | +18.0 | 9.8 | 9.9 | 12.7 |
| Aid to dependent children ⁶ | 102, 754 | 4, 235, 260 | +7 | +1.0 | +22.1 | +27.8 | 3.4 | 3.4 | 4.1 |
| Aid to the blind ⁷ | 21, 878 | 693, 032 | +9 | +9 | +20.6 | +19.3 | .6 | .6 | .7 |
| WPA earnings ⁸ | (11) | 81, 443, 730 | (11) | +2.9 | (11) | +85.5 | 65.7 | 64.9 | 54.9 |
| Private agencies ¹² | (4) | \$ 820, 991 | (5) | -1.0 | (6) | -11.5 | .7 | .7 | 1.1 |
| Nonsectarian agencies..... | 18, 726 | 339, 887 | -2 | +8 | -10.5 | -17.1 | .3 | .3 | .3 |
| Jewish agencies..... | 5, 882 | 149, 024 | -5.0 | -6.3 | -5.2 | -13.9 | .1 | .1 | .1 |
| Catholic agencies..... | 9, 842 | 179, 541 | +1.3 | -1.0 | -8.9 | -6 | .2 | .2 | .1 |
| Salvation Army..... | 4, 938 | 27, 725 | -2.4 | -6.3 | -5.5 | -5.3 | (13) | (13) | (13) |
| Other private agencies..... | 9, 934 | 124, 814 | +20.5 | +2.0 | +2.4 | -7.4 | .1 | .1 | .1 |

¹ Obligations incurred from Federal, State, and local funds; administrative expense is not included.

² Case figures incomplete, since certain agencies reporting the amount of relief failed to report the number of cases aided.

³ Percentages in this column are based on figures which include estimates amounting to less than 0.2 percent of the total.

⁴ The total number of cases aided by public and private agencies or by either group separately cannot be obtained by adding the figures shown in this column, since in an unknown number of instances cases are receiving relief from more than 1 type of agency.

⁵ Includes estimates amounting to \$220,831.

⁶ Percentage change not computed. For further explanation see footnote 4.

⁷ It should be noted that public agencies administered \$1,186 of private funds while private agencies administered \$17,146 of public funds, so that

the total amounts contributed from public and private sources, respectively, were \$123,117,209 and \$805,031.

⁸ Includes direct and work relief and statutory aid to veterans administered on the basis of need.

⁹ Includes data for States administering plans under the Social Security Act and for States not participating under the act.

¹⁰ Earnings of persons employed on work projects of the WPA within the area and certified as in need of relief for all pay-roll periods ended during the month. Figures are not available for these areas for earnings of persons employed on projects other than those of the WPA.

¹¹ Figures not available.

¹² Includes direct and work relief and aid to veterans.

¹³ Less than 0.1 percent.

Table 2.—Relief in 116 urban areas: Amount of relief,¹ sources of funds, and percentage change in total, by cities, October 1938

[Corrected to Dec. 15, 1938]

| State and city | Territory included | Total | Public funds | | | | | | Private funds ² | Percentage change in total from— | |
|----------------------------------|--------------------|------------|--------------|-----------------------------|---------------------------------|--|-------------------------------|---|----------------------------|----------------------------------|--------------|
| | | | Total | General relief ³ | Old-age assistance ⁴ | Aid to dependent children ⁵ | Aid to the blind ⁶ | Works Progress Administration earnings ⁷ | | September 1938 | October 1937 |
| Alabama: | | | | | | | | | | | |
| Birmingham | County | \$659,476 | \$659,453 | \$7,016 | \$22,276 | \$19,098 | \$787 | \$610,276 | \$23 | -0.6 | +97.4 |
| Mobile | do | 160,897 | 160,397 | 1,030 | 7,941 | 1,517 | 164 | 149,745 | 500 | +8 | +66.7 |
| California: | | | | | | | | | | | |
| Los Angeles | do | 5,551,226 | 5,525,554 | 1,319,947 | 1,623,406 | 168,247 | 142,154 | 2,271,800 | 25,672 | +2.2 | +30.8 |
| Oakland | do | 1,376,461 | 1,373,453 | 196,492 | 231,366 | 46,676 | 21,912 | 877,007 | 3,008 | +2.3 | +39.0 |
| Sacramento | do | 267,720 | 266,104 | 37,979 | 99,062 | 16,983 | 7,040 | 105,040 | \$1,616 | +3.6 | +55.0 |
| San Diego | do | 664,573 | 663,710 | 111,596 | 201,730 | 19,587 | 8,840 | 321,957 | 863 | +2 | +7.6 |
| San Francisco | do | 1,876,812 | 1,860,151 | 267,285 | 297,621 | 44,146 | 22,001 | 1,229,098 | \$16,661 | +12.1 | +37.2 |
| Colorado: Denver | do | 741,229 | 739,020 | 63,522 | 295,724 | 39,500 | 3,181 | 337,063 | 2,209 | -1.5 | +15.9 |
| Connecticut: | | | | | | | | | | | |
| Bridgeport | City | 557,282 | 555,032 | \$53,798 | 27,041 | 5,857 | 168 | \$468,168 | \$2,250 | +1.7 | +108.8 |
| Hartford | do | 403,130 | 389,068 | \$56,309 | 47,041 | 6,260 | 685 | 278,793 | \$14,042 | +35.6 | +87.6 |
| New Britain | do | 134,720 | 134,478 | \$17,553 | 10,979 | 2,495 | 51 | 103,400 | 242 | +6.4 | +102.5 |
| New Haven | do | 750,787 | 747,703 | \$66,993 | 46,661 | 7,528 | 829 | \$625,692 | 3,084 | +1.2 | +102.2 |
| Delaware: Wilmington | County | 218,209 | 213,928 | 37,672 | 15,909 | 9,284 | | 151,163 | \$4,281 | +8.1 | +84.7 |
| District of Columbia: Washington | City | 848,176 | 833,577 | 37,699 | 81,899 | 49,728 | 5,867 | 658,384 | \$14,599 | +4.1 | +76.8 |
| Florida: | | | | | | | | | | | |
| Jacksonville | County | 372,442 | 371,339 | 6,383 | 43,761 | 4,381 | 2,789 | 314,025 | 1,103 | +10.4 | +96.5 |
| Miami | do | 175,751 | 171,382 | 7,154 | 39,078 | 6,890 | 2,664 | 115,726 | 4,369 | +12.1 | +86.0 |
| Georgia: Atlanta | do | 750,514 | 745,712 | 23,983 | 33,120 | 18,271 | 1,902 | 668,436 | 4,802 | +5 | +124.8 |
| Illinois: | | | | | | | | | | | |
| Chicago | do | 11,041,491 | 10,959,281 | 2,789,027 | 930,257 | 73,408 | 70,648 | \$7,096,941 | 82,210 | +6.5 | +86.2 |
| Springfield | do | 266,499 | 263,737 | 55,988 | 31,467 | 1,755 | 4,262 | 170,265 | 2,762 | +3.8 | +66.0 |
| Indiana: | | | | | | | | | | | |
| Evansville | do | 398,722 | 398,152 | 34,848 | 26,419 | 15,983 | 1,425 | 319,477 | 570 | +2.3 | +117.4 |
| Fort Wayne | do | 274,794 | 273,217 | 18,593 | 26,401 | 19,714 | 1,340 | 207,169 | 1,577 | -12.7 | +103.5 |
| Indianapolis | do | 1,191,354 | 1,183,293 | 106,897 | 93,620 | 63,655 | 6,198 | 912,923 | 8,061 | +1.0 | +72.3 |
| South Bend | do | 382,351 | 381,873 | 30,597 | 24,920 | 16,320 | 971 | 309,065 | 478 | -2.8 | +110.7 |
| Terre Haute | do | 435,884 | 435,054 | 15,892 | 32,993 | 14,272 | 1,872 | 370,025 | 830 | +6.5 | +95.0 |
| Iowa: | | | | | | | | | | | |
| Des Moines | do | 534,491 | 533,419 | 41,889 | 80,868 | 3,352 | 4,342 | 402,968 | \$1,072 | -1.2 | +45.2 |
| Sioux City | do | 227,408 | 226,929 | 51,207 | 34,576 | \$3,500 | 1,357 | 136,289 | \$479 | +16.3 | +41.1 |
| Kansas: | | | | | | | | | | | |
| Kansas City | do | 345,253 | 344,922 | 19,005 | 25,372 | 11,083 | 1,489 | 287,973 | 331 | +1.6 | +75.2 |
| Topeka | do | 118,844 | 118,565 | 10,179 | 15,143 | 7,297 | 943 | 85,003 | 279 | +2.6 | +42.8 |
| Wichita | do | 221,342 | 220,174 | 41,054 | 31,787 | 13,765 | 1,564 | 132,004 | 1,168 | +6.0 | +78.1 |
| Kentucky: Louisville | City | 368,256 | 363,401 | 18,186 | \$29,172 | \$7,836 | | \$308,207 | \$4,855 | -2.0 | +144.2 |
| Louisiana: | | | | | | | | | | | |
| New Orleans | Parish | 1,152,840 | 1,143,007 | 44,827 | 51,093 | 66,240 | 2,927 | 977,920 | \$9,833 | +1.7 | +39.9 |
| Shreveport | do | 36,372 | 36,061 | 6,441 | 9,822 | 8,893 | 230 | 10,675 | 311 | -6 | +65.3 |
| Maine: Portland | City | 158,672 | 157,399 | \$19,826 | 17,754 | 3,190 | 1,291 | \$115,338 | 1,273 | +3.0 | +121.3 |
| Maryland: Baltimore | do | 867,101 | 851,371 | 184,161 | 159,814 | 148,385 | 8,714 | \$350,297 | 15,730 | +2.1 | +27.6 |
| Massachusetts: | | | | | | | | | | | |
| Boston | do | 3,092,034 | 3,018,571 | 407,670 | 359,359 | 166,304 | 7,190 | 2,078,048 | 73,463 | +8.8 | +45.5 |
| Brockton | do | 264,262 | 261,541 | \$33,943 | 32,387 | 8,360 | 465 | 166,386 | \$2,721 | +17.5 | +48.0 |
| Cambridge | do | 274,913 | 272,316 | 65,619 | 35,307 | 18,719 | 815 | 151,856 | 2,597 | +8 | +34.3 |
| Fall River | do | 345,484 | 345,414 | 43,355 | 51,344 | 12,083 | 823 | 237,809 | 70 | -10.0 | +45.7 |
| Lawrence | do | 218,843 | 217,941 | 26,348 | 39,877 | 5,205 | 557 | 145,954 | 902 | -4.3 | +66.0 |
| Lowell | do | 476,091 | 473,845 | 62,496 | 59,850 | 13,249 | 790 | 337,460 | 2,246 | +12.1 | +83.6 |
| Lynn | do | 300,073 | 297,582 | 40,526 | 68,988 | 10,924 | 582 | 176,562 | 2,491 | -2.1 | +39.6 |
| Malden | do | 120,405 | 120,383 | 35,291 | 27,132 | 4,332 | 298 | 53,330 | 22 | -23.4 | +26.6 |
| New Bedford | do | 351,853 | 350,449 | 65,192 | 70,866 | 10,372 | 709 | 203,310 | 1,404 | +10.0 | +66.4 |
| Newton | do | 91,863 | 90,484 | 21,801 | 14,956 | 7,975 | 106 | 45,646 | 1,379 | -14.6 | +32.5 |
| Springfield | do | 439,847 | 435,948 | 99,898 | 67,734 | 15,678 | 539 | 252,099 | \$3,899 | +12.3 | +58.2 |
| Worcester | do | 450,305 | 447,645 | 158,289 | 77,679 | 20,263 | 887 | 190,527 | 2,660 | -4.1 | +47.1 |
| Michigan: | | | | | | | | | | | |
| Detroit | County | 5,740,386 | 5,726,921 | \$596,266 | 251,594 | 321,257 | 4,202 | 4,553,602 | \$13,465 | -12.6 | +193.9 |
| Flint | do | 630,086 | 629,759 | 73,820 | 50,782 | 20,218 | 481 | 484,458 | 327 | -25.3 | +257.6 |
| Grand Rapids | do | 739,088 | 737,983 | 37,671 | 92,685 | 32,062 | 1,366 | 574,199 | 1,105 | -6.4 | +119.2 |
| Pontiac | do | 500,773 | 500,650 | \$38,091 | 45,796 | 25,415 | 351 | 390,997 | 123 | -15.0 | +272.9 |
| Saginaw | do | 235,363 | 234,763 | 23,493 | 27,823 | 13,401 | 338 | 169,708 | \$600 | -15.1 | +194.7 |
| Minnesota: | | | | | | | | | | | |
| Duluth | do | \$13,479 | 808,243 | \$128,422 | 106,801 | 26,633 | 1,904 | 544,483 | 5,236 | (11) | +73.2 |
| Minneapolis | do | 1,784,396 | 1,776,514 | 377,937 | 279,044 | 40,066 | 3,993 | 1,075,454 | 7,882 | +2.6 | +38.5 |
| St. Paul | do | 1,027,052 | 1,021,352 | 204,768 | 108,459 | 17,833 | 2,616 | 687,676 | 5,700 | +11.7 | +40.4 |
| Missouri: | | | | | | | | | | | |
| Kansas City | City | 941,814 | 931,189 | 56,710 | \$152,141 | \$8,912 | \$11,000 | \$702,426 | \$10,625 | -6.8 | +98.7 |
| St. Louis | City and county | 2,444,135 | 2,425,727 | 131,796 | 198,962 | 43,916 | \$18,000 | 2,033,053 | 18,408 | +4.0 | +113.8 |
| Nebraska: Omaha | County | 696,875 | 688,190 | \$5,762 | 69,168 | 21,483 | 1,976 | 589,801 | \$8,685 | -2.9 | +60.6 |
| New Jersey: | | | | | | | | | | | |
| Jersey City | City | 1,186,338 | 1,185,905 | 168,206 | 23,180 | 21,263 | 1,080 | \$972,176 | \$433 | +7.4 | +28.4 |
| Newark | do | 1,694,056 | 1,690,841 | 460,267 | 50,661 | 62,070 | 1,842 | \$1,116,001 | 3,215 | -2.9 | +39.0 |
| Trenton | do | 381,178 | 379,657 | 59,284 | 15,481 | 12,691 | 610 | \$291,601 | 1,521 | +1.7 | +32.4 |

See footnotes at end of table.

Table 2.—Relief in 116 urban areas: Amount of relief,¹ sources of funds, and percentage change in total, by city, October 1938—Continued

[Corrected to Dec. 15, 1938]

| State and city | Territory included | Total | Public funds | | | | | | Private funds ² | Percentage change in total from— | |
|----------------------------|--------------------|------------|--------------|-----------------------------|---------------------------------|--|-------------------------------|---|----------------------------|----------------------------------|--------------|
| | | | Total | General relief ³ | Old-age assistance ⁴ | Aid to dependent children ⁵ | Aid to the blind ⁶ | Works Progress Administration earnings ⁷ | | September 1938 | October 1937 |
| New York: | | | | | | | | | | | |
| Albany | City | \$249,124 | \$247,060 | \$38,189 | \$13,322 | \$3,778 | \$624 | \$191,147 | \$2,064 | +5.1 | +28.1 |
| Buffalo | County | 1,686,716 | 1,674,425 | 850,640 | 97,843 | 64,617 | 4,240 | 657,085 | 12,291 | +4.2 | +28.1 |
| New Rochelle | City | 102,516 | 102,366 | 64,079 | 11,075 | 7,758 | 195 | 19,259 | 150 | +1.0 | +28.1 |
| New York | do. | 21,652,944 | 21,483,249 | 6,680,304 | 1,308,894 | 1,198,821 | 35,607 | 12,250,623 | \$169,695 | +2.3 | +4.1 |
| Niagara Falls | do. | 151,246 | 150,701 | 51,066 | 6,705 | 6,740 | 63 | \$86,127 | 545 | +13.3 | +4.1 |
| Rochester | do. | 913,137 | 910,669 | 407,068 | 101,771 | 41,924 | 2,177 | \$357,729 | 2,468 | +13.0 | +28.1 |
| Syracuse | do. | 513,356 | 509,951 | 185,952 | 51,199 | 11,125 | 882 | \$260,793 | \$3,405 | +3.2 | +17.1 |
| Utica | do. | 214,647 | 212,370 | 51,935 | 23,894 | 11,867 | 293 | \$124,381 | 2,277 | +4.7 | +28.1 |
| Yonkers | do. | 329,020 | 327,287 | 100,129 | 22,048 | 18,070 | 388 | 186,052 | 1,733 | +1.7 | +17.1 |
| North Carolina: | | | | | | | | | | | |
| Asheville | County | 150,236 | 150,236 | 3,257 | 10,001 | 4,463 | 944 | 131,571 | 556 | +3.2 | +18.1 |
| Charlotte | do. | 91,780 | 91,224 | 3,576 | 14,011 | 5,964 | 1,400 | 66,253 | 42 | +3.1 | +18.1 |
| Greensboro | do. | 94,632 | 94,590 | 1,531 | 15,576 | 6,456 | 1,250 | 69,777 | 42 | +2.6 | +17.1 |
| Winston-Salem | do. | 115,260 | 107,652 | 8,157 | 12,203 | 4,883 | 1,136 | 81,273 | 7,608 | +8.1 | +18.1 |
| Ohio: | | | | | | | | | | | |
| Akron | do. | 1,429,646 | 1,427,278 | 67,645 | 77,254 | 23,879 | 1,840 | 1,256,660 | 2,368 | —1 | +18.1 |
| Canton | do. | 666,251 | 666,066 | 54,387 | 79,171 | 12,650 | 2,047 | 517,811 | 185 | +4.2 | +21.1 |
| Cincinnati | do. | 1,563,987 | 1,548,337 | 246,297 | 181,775 | 38,236 | 5,371 | 1,076,658 | 15,650 | +8.6 | +18.1 |
| Cleveland | do. | 5,637,337 | 5,623,107 | 420,339 | 209,548 | 98,264 | 7,766 | \$887,190 | 34,230 | +4.6 | +18.1 |
| Columbus | do. | 1,045,014 | 1,043,125 | 86,880 | 150,730 | 21,505 | 5,669 | 778,341 | 1,889 | +6.2 | +18.1 |
| Dayton | do. | 790,493 | 789,492 | 90,103 | 103,868 | 15,389 | 2,580 | 577,552 | 1,001 | +1.1 | +18.1 |
| Springfield | do. | 260,067 | 260,067 | 26,060 | 54,877 | 6,556 | 1,825 | 170,749 | 411 | +2.4 | +17.1 |
| Toledo | do. | 1,691,620 | 1,691,209 | 97,132 | 116,988 | 20,179 | 4,082 | \$1,452,828 | 396 | +2.0 | +17.1 |
| Youngstown | do. | 728,528 | 728,132 | \$48,478 | 53,005 | 14,446 | 2,941 | 609,262 | 7,389 | +2.5 | +17.1 |
| Oklahoma: Tulsa | do. | 265,849 | 258,460 | 9,446 | 67,539 | 17,199 | 2,674 | \$161,602 | 1,802 | —3 | +17.1 |
| Oregon: Portland | do. | 718,783 | 716,981 | 95,317 | 157,302 | 18,003 | 4,820 | \$441,539 | 1,802 | +2.6 | +18.1 |
| Pennsylvania: | | | | | | | | | | | |
| Allentown | do. | 354,235 | 353,528 | 47,448 | 27,667 | 7,957 | 5,310 | 265,146 | \$707 | +3.9 | +30.7 |
| Altoona | do. | 404,619 | 404,545 | 80,118 | 34,297 | 10,220 | 6,024 | 273,976 | 74 | +3.0 | +21.1 |
| Bethlehem | do. | 357,866 | 356,886 | 44,316 | 25,715 | 8,925 | 4,940 | 272,990 | 980 | +2.8 | +21.1 |
| Chester | do. | 379,214 | 377,653 | 62,416 | 34,147 | 10,996 | 7,129 | 262,965 | 1,661 | +9 | +17.1 |
| Erie | do. | 492,934 | 492,919 | 85,958 | 49,387 | 12,799 | 7,519 | 337,256 | 15 | +4.5 | +17.1 |
| Johnstown | do. | 592,982 | 592,587 | 111,283 | 40,838 | 17,442 | 6,765 | 416,259 | 395 | +2 | +17.1 |
| Philadelphia | do. | 4,493,670 | 4,453,608 | 2,449,297 | 249,516 | 94,846 | 67,954 | \$1,491,995 | \$40,062 | +2.0 | +14.1 |
| Pittsburgh | do. | 4,286,006 | 4,263,233 | 1,350,731 | 247,700 | 101,424 | 37,353 | 2,526,025 | \$22,773 | +1.3 | +21.1 |
| Reading | do. | 485,081 | 483,687 | 80,749 | 41,308 | 9,360 | 9,150 | 343,120 | \$1,394 | +1.0 | +14.1 |
| Scranton | do. | 1,311,177 | 1,307,988 | 168,602 | 55,351 | 25,329 | 9,212 | \$1,049,494 | \$3,189 | +4.3 | +14.1 |
| Wilkes-Barre | do. | 1,743,805 | 1,741,849 | 331,851 | 61,859 | 36,615 | 13,655 | \$1,297,859 | 1,956 | +3.8 | +30.1 |
| Rhode Island: Providence | City | 1,036,509 | 1,031,088 | 100,597 | 52,547 | 18,583 | 7,859 | \$859,361 | 5,421 | +8.3 | +18.1 |
| South Carolina: Charleston | County | 221,257 | 220,816 | 3,637 | 9,458 | 4,225 | 522 | 202,974 | 441 | +10.8 | +18.1 |
| Tennessee: | | | | | | | | | | | |
| Knoxville | do. | 175,117 | 174,592 | 3,645 | 17,359 | 16,357 | 916 | 136,315 | \$525 | +4.9 | +18.1 |
| Memphis | do. | 265,840 | 262,413 | 2,723 | 37,892 | 20,124 | 4,169 | 197,515 | 3,427 | +3.7 | +18.1 |
| Nashville | do. | 197,819 | 196,492 | 3,432 | 26,577 | 17,196 | 2,614 | 146,673 | 1,327 | +1.4 | +11.1 |
| Texas: | | | | | | | | | | | |
| Dallas | do. | 344,859 | 341,135 | 17,446 | 88,036 | 982 | — | 234,671 | 3,724 | +2.2 | +12.1 |
| El Paso | do. | 88,681 | 88,220 | 122 | 11,596 | — | — | 76,502 | 461 | +5.3 | +11.1 |
| Fort Worth | do. | 279,732 | 279,408 | 15,583 | 67,873 | — | — | 195,952 | 324 | +21.6 | +12.1 |
| Houston | do. | 302,619 | 300,208 | 25,909 | 72,608 | — | — | 201,601 | 2,411 | +13.5 | +10.1 |
| San Antonio | do. | 306,216 | 302,780 | 63,167 | 88,493 | 20,263 | 1,031 | 239,613 | 3,436 | +3.9 | +10.1 |
| Utah: Salt Lake City | do. | 420,753 | 405,741 | 30,155 | — | — | — | 256,799 | \$15,012 | +5 | +14.7 |
| Virginia: | | | | | | | | | | | |
| Norfolk | City | 76,827 | 76,069 | 3,061 | 239 | 412 | 106 | 72,251 | 758 | +3 | +30.1 |
| Richmond | do. | 139,298 | 133,483 | 23,168 | 4,884 | 1,225 | 348 | 103,858 | \$5,815 | +1.6 | +38.4 |
| Roanoke | do. | 29,429 | 29,429 | 2,567 | 364 | 497 | 223 | 25,778 | — | +9.5 | +24.3 |
| Washington: | | | | | | | | | | | |
| Seattle | County | 1,179,473 | 1,175,099 | 96,326 | 228,781 | 37,958 | 8,342 | 803,692 | 4,374 | +2.3 | +38.1 |
| Tacoma | do. | 574,810 | 574,810 | 34,485 | 91,680 | 20,541 | 2,941 | 425,163 | 587 | +1.6 | +43.1 |
| West Virginia: Huntington | do. | 220,861 | 220,274 | 10,249 | 10,403 | 4,880 | 645 | 194,097 | — | +7.4 | +38.1 |
| Wisconsin: | | | | | | | | | | | |
| Kenosha | do. | 294,587 | 294,430 | 30,973 | 20,224 | 15,035 | 1,346 | 226,852 | 157 | +2.2 | +42.1 |
| Madison | do. | 266,008 | 265,721 | 20,152 | 41,536 | 16,156 | 1,017 | 186,860 | 287 | +7.6 | +48.1 |
| Milwaukee | do. | 2,486,957 | 2,474,835 | 383,000 | 163,680 | 100,096 | 8,237 | \$1,819,822 | \$12,122 | +6.2 | +71.1 |
| Racine | do. | 258,739 | 257,900 | 39,833 | 23,609 | 16,665 | 733 | 177,060 | 839 | +8.9 | +138.1 |

¹ Obligations incurred from Federal, State, and local funds; administrative expense is not included.

² Includes direct and work relief and statutory aid to veterans administered on the basis of need.

³ Includes data for States administering plans under the Social Security Act and for States not participating under the act.

⁴ Earnings of persons employed on work projects of the WPA within the areas and certified as in need of relief for all pay-roll periods ended during the month. Figures are not available for these areas for earnings of persons employed on projects other than those of the WPA.

⁵ Includes direct and work relief and aid to veterans.

⁶ Includes estimate.

⁷ Figures relate to county.

⁸ Figures relate to city.

⁹ Estimated.

¹⁰ Figures relate to Baltimore County as well as to the city of Baltimore.

¹¹ Decrease of less than 0.1 percent.

Effect of Unemployment Compensation Upon General Relief Case Loads During November 1938

Data on the number of cases opened because of the cessation of unemployment compensation were reported by public agencies in 9 large cities, and the number of cases closed because benefits were received was reported by agencies in 10 cities.

Agencies in Baltimore and Detroit reported that more cases were closed because unemployment compensation was received than were opened because unemployment benefits ceased. In the other seven cities net increases were reported.

Termination of unemployment benefits was reported as the reason for opening between 10 and 38 percent of all cases opened for relief in the month of November in five cities—Milwaukee, Los Angeles, Philadelphia, Pittsburgh, and Buffalo. (See table 3.) In Rochester, Detroit, and New York the percentages were 6.3, 4.0, and 3.6, respectively, and in Baltimore less than 1 percent of the cases were opened for this reason.

Cases added to the relief rolls because of the

cessation of benefits constituted a very small part of the total relief load during the month in all nine cities. The ratios ranged from 1 of every 1,000 cases receiving relief in Baltimore to about 4 of every 100 cases in Buffalo.

Receipt of benefits was given as the reason for the closing of from 5 to 8 percent of all cases closed in six cities, namely, San Francisco, Buffalo, Detroit, Pittsburgh, Los Angeles, and Philadelphia. In New York, Baltimore, Milwaukee, and Rochester, this was reported as the reason for between 1 and 4 percent of the closings.

Cases closed on receipt of benefits amounted to less than 2 of every 100 cases receiving relief during the month in all reporting cities, and in Baltimore and Rochester the rates were as low as 1 per 1,000.

Nine cities reported the number of cases in which general relief was given to supplement unemployment compensation. Such cases comprised from 5.6 percent of the total number of cases receiving relief in Detroit to less than 1 percent of the case loads in New York, Philadelphia, and Pittsburgh.

Table 3.—Cases opened and closed because of the cessation or receipt of unemployment compensation and relationship to total cases receiving relief and total cases opened and those closed in selected areas, November 1938

| Area | Territory included | Total number of cases receiving general relief during November 1938 | Cases opened during November | | | | Cases closed during November | | | |
|----------------------|---------------------|---|------------------------------|---|--------------------------------|----------------------|------------------------------|---|--------------------------------|----------------------|
| | | | Total | Because of the cessation of unemployment compensation | | | Total | Because of the receipt of unemployment compensation | | |
| | | | | Number | Per 100 cases receiving relief | Per 100 cases opened | | Number | Per 100 cases receiving relief | Per 100 cases closed |
| California: | | | | | | | | | | |
| Los Angeles | County ¹ | 24,849 | 4,461 | 454 | 1.8 | 10.2 | 4,347 | 317 | 1.3 | 7.3 |
| San Francisco | do. ¹ | 5,382 | 1,323 | (²) | (²) | (²) | 1,830 | 93 | 1.7 | 5.1 |
| Maryland: Baltimore | City | 7,448 | 996 | 7 | .1 | .7 | 487 | 10 | .1 | 2.0 |
| Michigan: Detroit | do. | 16,977 | 3,786 | 151 | .9 | 4.0 | 4,853 | 307 | 1.8 | 6.3 |
| New York: | | | | | | | | | | |
| Buffalo | do. | 20,231 | 2,029 | 780 | 3.8 | 38.4 | 1,297 | 75 | .4 | 5.8 |
| New York | do. | 165,046 | 11,083 | 394 | .2 | 3.6 | 8,980 | 339 | .2 | 3.8 |
| Rochester | do. | 9,193 | 966 | 61 | .7 | 6.3 | 581 | 9 | .1 | 1.5 |
| Pennsylvania: | | | | | | | | | | |
| Philadelphia | State | 231,525 | (²) | (²) | (²) | (²) | (²) | (²) | (²) | (²) |
| Pittsburgh | County | 80,023 | 5,659 | 714 | .9 | 12.6 | 7,322 | 568 | .7 | 7.8 |
| Pittsburgh | do. | 47,103 | 4,510 | 792 | 1.7 | 17.6 | 8,949 | 490 | 1.0 | 6.6 |
| Wisconsin: Milwaukee | do. | 22,047 | 4,217 | 416 | 1.9 | 9.9 | 2,951 | 58 | .3 | 2.0 |

¹ Includes only data on relief to employable cases, which is administered by the State Relief Administration.

² Data not available.

RELIEF IN RURAL AND TOWN AREAS FOR OCTOBER 1938

For October 1938 the total amount of obligations for relief from public and private funds in 385 rural and town areas in 36 States was \$3.2 million, an increase of 1.7 percent over the previous month. The number of cases—187,000—likewise showed an increase over the previous month—1.0 percent. On the basis of these reports for the sample areas, it is estimated that the total amount of obligations incurred for relief for October in rural and town areas in the United States was approximately \$27.7 million.

Reports received by the Social Security Board include all relief extended in the sample areas, with the exception of earnings of persons certified as in need of relief employed on work projects of the WPA, NYA, and other Federal agencies, and of persons enrolled in the CCC.

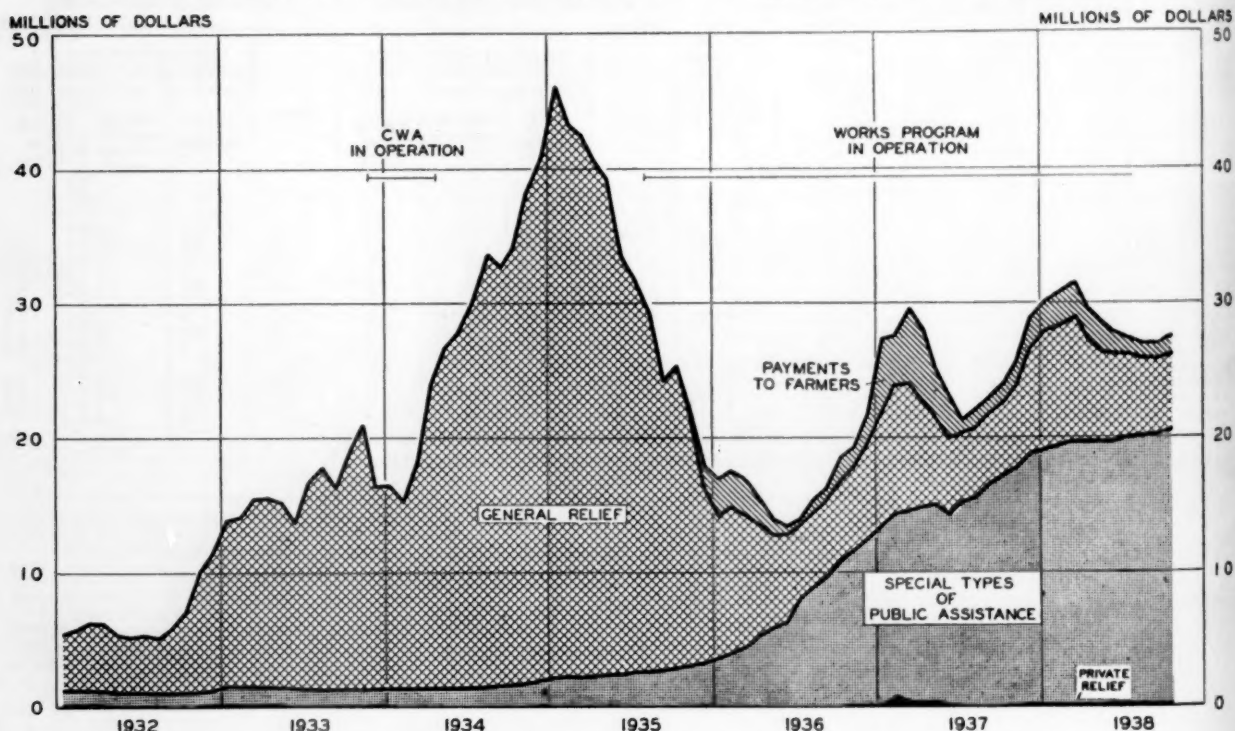
With the exception of general relief, all types of public relief showed an increase from September to October in both the number of cases and the amount of relief extended to cases. The increases were slight, however, except for subsistence pay-

ments to needy farmers. For this type of relief, the number of cases rose 15 percent and the amount of obligations approximately 21 percent.

General relief, in which the decreases from September to October in the number of cases was 2.5 percent and in the amount of obligations 1.0 percent, comprised about one-fifth of the total relief bill in the sample areas in the 36 States. In 17 of these States the amount of obligations incurred for general relief decreased; in 8 the decrease was 10 percent or more. The combined disbursements of the sample counties in four States—California, Illinois, Michigan, and New York—amounted to \$270,500 and comprised more than two-fifths of the total amount extended for general relief in the sample areas. California and Michigan showed decreases over the preceding month, and Illinois and New York increases.

Subsistence payments to farmers, which showed the greatest increase from September to October in both the number of cases and the amount of relief, comprised only 5.9 percent of the total bill

Chart I.—Obligations incurred for rural and town relief, January 1932–October 1938¹



¹ Data presented in this chart are estimates for the rural and town population of the United States, based upon the sample series.

Table 1.—Relief in 385 rural and town areas: Cases aided, amount of relief,¹ percentage change, and percentage distribution, by type of assistance, October 1938

[Corrected to Dec. 8, 1938]

| Type of assistance | Number of cases | Amount of relief | Percentage change from September 1938 in— | | Percentage distribution of relief in— | |
|--|-----------------------|------------------|---|------------------|---------------------------------------|----------------|
| | | | Number of cases | Amount of relief | October 1938 | September 1938 |
| Total for 385 areas in 36 States..... | 187, 093 | \$3, 189, 562 | +1.0 | +1.7 | 100.0 | 100.0 |
| Public relief, total..... | ² 184, 765 | 3, 181, 184 | +1.1 | +1.7 | 99.7 | 99.7 |
| General relief ³ | 44, 182 | 636, 359 | -2.5 | -1.0 | 19.9 | 20.4 |
| Special types of public assistance..... | 135, 942 | 2, 356, 509 | +1.4 | +1.2 | 73.9 | 74.3 |
| Old-age assistance ⁴ | 116, 654 | 1, 925, 317 | +1.1 | +1.0 | 60.4 | 60.8 |
| Aid to dependent children ⁴ | 16, 121 | 363, 271 | +3.3 | +2.1 | 11.4 | 11.3 |
| Aid to the blind ⁴ | 3, 167 | 67, 921 | + .9 | + .4 | 2.1 | 2.2 |
| Subsistence payments to farmers..... | 9, 225 | 188, 316 | +15.0 | +20.9 | 5.9 | 5.0 |
| Private relief..... | 2, 328 | 8, 378 | -4.5 | +8.6 | .3 | .3 |

¹ Obligations incurred from Federal, State, and local funds; administrative expense is not included.
² Eliminates duplication in the count of cases receiving more than 1 type of public relief in 22 States. (See table 3.)

³ Includes direct and work relief and statutory aid to veterans administered on the basis of need.
⁴ Includes data for States administering plans under the Social Security Act and for States not participating under the act.

for relief. In Kansas, North Dakota, and South Dakota, where payments to needy farmers comprised three-fourths of the total amount of obligations incurred for this purpose in all the sample areas, the increases over the preceding month were 14.0 percent, 20.2 percent, and 29.8 percent, respectively. The amount of payments to needy farmers more than doubled from September to October in four States.

The increases from October 1937 to October 1938 in the amounts of obligations incurred for the different types of public aid varied considerably. The largest proportionate rise was that for the three special types of public assistance—almost 20 percent; the next largest, that for general relief from public funds—about 10 percent; and the least, that for subsistence payments to farmers—about 6 percent.

Table 2.—Relief in 385 rural and town areas: Monthly index of amount of relief, by type of assistance, 1935-38¹

[Average monthly amount, July 1935-June 1936=100]

| Year and month | Total | Public general relief ² | Special types of public assistance | Subsistence payments to farmers | Private relief | Year and month | Total | Public general relief ² | Special types of public assistance | Subsistence payments to farmers | Private relief |
|----------------|-------|------------------------------------|------------------------------------|---------------------------------|----------------|----------------|-------|------------------------------------|------------------------------------|---------------------------------|----------------|
| 1935 | | | | | | 1937 | | | | | |
| January..... | 223.7 | 285.6 | 53.3 | ----- | 116.6 | January..... | 133.3 | 55.1 | 337.6 | 452.9 | 251.4 |
| February..... | 209.9 | 266.5 | 56.0 | ----- | 107.6 | February..... | 132.5 | 59.1 | 348.1 | 310.1 | 650.9 |
| March..... | 205.7 | 261.0 | 55.6 | ----- | 101.6 | March..... | 141.6 | 58.3 | 363.1 | 458.5 | 376.9 |
| April..... | 197.5 | 249.0 | 59.0 | ----- | 125.4 | April..... | 134.8 | 49.8 | 370.0 | 434.4 | 360.3 |
| May..... | 191.4 | 240.6 | 60.8 | ----- | 103.1 | May..... | 121.3 | 40.8 | 375.2 | 303.2 | 376.2 |
| June..... | 162.6 | 201.6 | 61.7 | ----- | 113.2 | June..... | 111.5 | 35.3 | 365.4 | 267.2 | 112.1 |
| July..... | 154.8 | 189.9 | 66.2 | ----- | 109.3 | July..... | 102.0 | 32.1 | 388.1 | 77.7 | 71.9 |
| August..... | 143.0 | 174.1 | 67.2 | ----- | 93.6 | August..... | 106.4 | 32.6 | 399.0 | 111.2 | 66.4 |
| September..... | 117.8 | 139.3 | 70.8 | ----- | 83.3 | September..... | 110.3 | 33.2 | 424.1 | 98.9 | 64.0 |
| October..... | 123.6 | 146.2 | 74.5 | ----- | 80.9 | October..... | 114.8 | 33.5 | 439.4 | 115.3 | 77.4 |
| November..... | 109.4 | 121.2 | 79.9 | 57.1 | 97.3 | November..... | 123.0 | 38.1 | 454.3 | 146.9 | 91.6 |
| December..... | 88.5 | 84.9 | 83.3 | 143.4 | 150.2 | December..... | 138.4 | 48.9 | 476.6 | 188.2 | 172.9 |
| 1936 | | | | | | 1938 | | | | | |
| January..... | 83.1 | 68.4 | 92.8 | 234.1 | 111.4 | January..... | 145.0 | 56.4 | 487.1 | 182.7 | 101.5 |
| February..... | 85.6 | 70.5 | 101.7 | 221.9 | 117.0 | February..... | 149.2 | 58.8 | 492.5 | 204.3 | 96.8 |
| March..... | 83.3 | 63.9 | 114.3 | 225.7 | 113.8 | March..... | 152.2 | 60.1 | 499.9 | 213.3 | 107.6 |
| April..... | 76.1 | 54.0 | 134.8 | 165.1 | 99.8 | April..... | 143.2 | 48.7 | 502.9 | 195.4 | 103.0 |
| May..... | 68.7 | 45.0 | 151.3 | 99.6 | 80.6 | May..... | 139.0 | 43.5 | 503.0 | 189.5 | 94.1 |
| June..... | 66.2 | 42.5 | 163.2 | 53.2 | 62.7 | June..... | 134.6 | 41.9 | 504.5 | 142.5 | 83.1 |
| July..... | 68.6 | 35.3 | 207.8 | 42.4 | 53.3 | July..... | 131.8 | 39.7 | 510.0 | 106.6 | 82.5 |
| August..... | 75.3 | 35.8 | 228.5 | 81.1 | 63.9 | August..... | 129.6 | 37.6 | 511.5 | 91.7 | 76.0 |
| September..... | 79.5 | 36.9 | 245.8 | 83.7 | 69.9 | September..... | 131.3 | 37.2 | 518.7 | 101.4 | 80.5 |
| October..... | 90.1 | 37.9 | 277.5 | 146.3 | 88.3 | October..... | 133.5 | 36.8 | 524.9 | 122.6 | 87.4 |
| November..... | 94.0 | 40.4 | 297.2 | 116.1 | 87.8 | | | | | | |
| December..... | 106.1 | 46.5 | 317.3 | 177.4 | 134.0 | | | | | | |

¹ For monthly index numbers for 1932, 1933, and 1934, see *Social Security Bulletin*, Vol. 1, Nos. 1-3 (March 1938), p. 68.
² Beginning with January 1938, figures on which index was computed

included only aid to veterans administered on the basis of need. The index numbers for previous months have been adjusted to exclude aid to veterans administered on the basis of status.

Table 3.—Relief in 385 rural and town areas: Cases aided, amount of relief,¹ and percentage change in total from previous month, by States, October 1938

[Corrected to Dec. 8, 1938]

| State | Total | Public relief | | | | | | Private relief | Percentage change in total from September 1938 |
|------------------------------|----------|---------------|-----------------------------|---------------------------------|--|-------------------------------|---------------------------------|----------------|--|
| | | Total | General relief ¹ | Old-age assistance ² | Aid to dependent children ³ | Aid to the blind ⁴ | Subsistence payments to farmers | | |
| Cases aided | | | | | | | | | |
| Alabama (6 counties) | 2,053 | 2,039 | 205 | 1,256 | 471 | 44 | 63 | 14 | +7.1 |
| Arizona (3 counties) | 1,868 | 1,751 | 417 | 1,082 | 358 | 30 | 21 | 117 | -8.3 |
| Arkansas (10 counties) | 2,848 | 2,848 | 417 | 1,817 | 453 | 82 | 49 | | -1.1 |
| California (10 counties) | 9,727 | 9,327 | 2,675 | 5,626 | 791 | 229 | 113 | 400 | -1.1 |
| Colorado (8 counties) | 3,580 | 3,580 | 701 | 2,692 | 296 | 47 | 66 | | +1.1 |
| Connecticut (40 townships) | 1,506 | 1,506 | 649 | 839 | 27 | 6 | 14 | | -1.1 |
| Florida (6 counties) | 4,653 | 4,469 | 975 | 2,945 | 342 | 190 | 24 | 184 | -2.1 |
| Georgia (16 counties) | 3,316 | 3,316 | 226 | 3,099 | 396 | 115 | 46 | | +2.1 |
| Illinois (11 counties) | 14,148 | 14,016 | 5,211 | 8,044 | 423 | 341 | 10 | 132 | +1.1 |
| Indiana (9 counties) | 6,571 | 6,560 | 2,356 | 3,281 | 745 | 175 | 3 | 11 | +4.1 |
| Iowa (9 counties) | 5,852 | 5,727 | 1,631 | 3,824 | 221 | 76 | 4 | 125 | +1.1 |
| Kansas (13 counties) | 4,776 | 4,476 | 1,667 | 2,113 | 442 | 85 | 536 | 300 | +4.7 |
| Kentucky (12 counties) | 3,221 | 3,221 | 80 | 3,136 | | | 5 | | -1.1 |
| Louisiana (10 parishes) | 5,682 | 5,646 | 754 | 3,934 | 1,079 | 96 | 122 | 36 | +3.1 |
| Massachusetts (23 townships) | 1,381 | 1,378 | 425 | 1,004 | 88 | 7 | 1 | 3 | -1.1 |
| Michigan (11 counties) | 10,259 | 10,188 | 4,339 | 4,922 | 917 | 34 | 24 | 71 | -1.7 |
| Minnesota (12 counties) | 9,693 | 9,637 | 2,000 | 6,692 | 600 | 64 | 281 | 56 | +3.1 |
| Mississippi (10 counties) | 2,576 | 2,326 | 135 | 1,987 | | | 204 | 250 | -1.8 |
| Missouri (12 counties) | 8,366 | 8,366 | 1,830 | 5,515 | 532 | 299 | 190 | | +2.1 |
| Montana (8 counties) | 2,676 | 2,676 | 619 | 1,366 | 269 | 10 | 661 | | +2.1 |
| Nebraska (8 counties) | 4,069 | 4,005 | 867 | 2,170 | 400 | 50 | 518 | 64 | +4.9 |
| New York (7 counties) | 8,513 | 8,513 | 3,459 | 4,793 | 432 | 77 | 17 | | +1.1 |
| North Carolina (12 counties) | 4,178 | 4,178 | 491 | 2,879 | 668 | 154 | 3 | | +1.7 |
| North Dakota (7 counties) | 4,685 | 4,642 | 807 | 1,187 | 171 | 16 | 2,818 | 43 | +1.7 |
| Ohio (9 counties) | 9,396 | 9,350 | 2,089 | 6,543 | 552 | 141 | 25 | 46 | -1.1 |
| Oklahoma (9 counties) | 11,476 | 11,435 | 2,783 | 6,770 | 1,642 | 225 | 15 | 41 | -1.9 |
| Oregon (6 counties) | 2,325 | 2,318 | 604 | 1,524 | 149 | 37 | 4 | 7 | +1.1 |
| South Carolina (8 counties) | 4,104 | 4,042 | 358 | 2,946 | 451 | 119 | 229 | 62 | +2.7 |
| South Dakota (9 counties) | 5,794 | 5,793 | 490 | 2,023 | 250 | 15 | 3,015 | 1 | +10.1 |
| Tennessee (9 counties) | 2,960 | 2,915 | 61 | 1,875 | 851 | 127 | 1 | 45 | -1.1 |
| Texas (26 counties) | 10,923 | 10,902 | 453 | 10,433 | | | 16 | 21 | +1.7 |
| Utah (5 counties) | 1,404 | 1,404 | 227 | 1,042 | 300 | 19 | 10 | | +1.1 |
| Virginia (13 counties) | 1,373 | 1,361 | 662 | 576 | 72 | 43 | 18 | 12 | +1.1 |
| Washington (6 counties) | 3,430 | 3,398 | 1,026 | 2,412 | 499 | 55 | 13 | 32 | -2.1 |
| West Virginia (4 counties) | 2,270 | 2,205 | 1,008 | 885 | 442 | 33 | | 65 | +1.1 |
| Wisconsin (8 counties) | 5,441 | 5,251 | 1,485 | 3,422 | 762 | 126 | 86 | 190 | +1.1 |
| Amount of relief | | | | | | | | | |
| Alabama (6 counties) | \$18,222 | \$18,174 | \$1,389 | \$10,204 | \$4,841 | \$354 | \$1,386 | \$48 | -1.1 |
| Arizona (3 counties) | 45,862 | 45,500 | 6,176 | 27,376 | 10,986 | 713 | 249 | 362 | (9) |
| Arkansas (10 counties) | 12,650 | 12,650 | 1,327 | 7,441 | 2,573 | 396 | 943 | | -16.1 |
| California (10 counties) | 288,634 | 287,293 | 60,394 | 185,049 | 28,758 | 11,039 | 2,053 | 1,341 | -4.1 |
| Colorado (8 counties) | 99,944 | 99,944 | 11,195 | 78,197 | 7,989 | 1,285 | 1,278 | | +3.4 |
| Connecticut (40 townships) | 42,028 | 42,028 | 18,923 | 21,434 | 1,015 | 162 | 494 | | +1.1 |
| Florida (6 counties) | 57,664 | 57,226 | 6,889 | 44,268 | 2,599 | 2,851 | 619 | 438 | +1.1 |
| Georgia (16 counties) | 36,703 | 36,703 | 1,001 | 25,463 | 8,073 | 1,123 | 1,043 | | +2.1 |
| Illinois (11 counties) | 236,645 | 236,170 | 87,092 | 130,723 | 7,961 | 10,185 | 209 | 475 | +2.1 |
| Indiana (9 counties) | 95,605 | 95,566 | 29,303 | 46,027 | 16,702 | 3,481 | 53 | 39 | +1.9 |
| Iowa (9 counties) | 109,685 | 109,517 | 27,931 | 75,492 | 4,157 | 1,803 | 134 | 168 | +1.1 |
| Kansas (13 counties) | 99,691 | 98,514 | 23,483 | 40,058 | 12,663 | 1,851 | 20,459 | 1,177 | +1.1 |
| Kentucky (12 counties) | 26,632 | 26,632 | 549 | 25,985 | | | 98 | | +1.1 |
| Louisiana (10 parishes) | 65,206 | 65,127 | 7,974 | 35,903 | 18,018 | 1,184 | 2,048 | 79 | +3.1 |
| Massachusetts (23 townships) | 42,687 | 42,669 | 10,290 | 27,960 | 4,267 | 1,122 | 30 | 18 | -1.1 |
| Michigan (11 counties) | 162,663 | 162,301 | 60,565 | 75,225 | 25,401 | 690 | 420 | 362 | -1.1 |
| Minnesota (12 counties) | 188,703 | 188,346 | 40,450 | 122,591 | 19,023 | 1,449 | 4,833 | 357 | +3.4 |
| Mississippi (10 counties) | 18,304 | 17,769 | 327 | 14,139 | | | 3,303 | 535 | -14.1 |
| Missouri (12 counties) | 130,151 | 130,151 | 10,906 | 94,132 | 15,115 | 7,475 | 2,523 | | +4.1 |
| Montana (8 counties) | 62,160 | 62,160 | 12,673 | 27,141 | 7,074 | 230 | 15,051 | | +2.1 |
| Nebraska (8 counties) | 62,547 | 62,344 | 10,317 | 32,994 | 10,234 | 1,158 | 7,641 | 203 | +1.9 |
| New York (7 counties) | 174,711 | 174,711 | 62,490 | 92,732 | 17,425 | 1,590 | 474 | | +1.9 |
| North Carolina (12 counties) | 39,608 | 39,608 | 3,154 | 24,724 | 9,594 | 2,073 | 63 | | +1.9 |
| North Dakota (7 counties) | 98,881 | 98,543 | 16,446 | 19,251 | 5,644 | 271 | 56,931 | 338 | +13.9 |
| Ohio (9 counties) | 185,394 | 185,292 | 25,751 | 140,356 | 15,892 | 2,770 | 493 | 132 | -1.9 |
| Oklahoma (9 counties) | 144,206 | 144,094 | 15,196 | 102,524 | 22,331 | 3,758 | 285 | 112 | -1.4 |
| Oregon (6 counties) | 44,167 | 44,135 | 8,489 | 29,459 | 6,194 | 869 | 124 | 32 | +1.6 |
| South Carolina (8 counties) | 36,539 | 36,375 | 3,077 | 20,152 | 6,610 | 1,024 | 5,512 | 164 | +13.7 |
| South Dakota (9 counties) | 111,006 | 111,004 | 8,155 | 41,932 | 3,972 | 326 | 56,619 | 2 | +11.1 |
| Tennessee (9 counties) | 40,019 | 39,804 | 348 | 22,405 | 15,258 | 1,774 | 19 | 215 | -1.9 |
| Texas (26 counties) | 139,527 | 139,445 | 3,534 | 135,282 | | | 332 | 79 | +1.1 |
| Utah (5 counties) | 34,536 | 34,536 | 3,559 | 21,748 | 8,534 | 500 | 195 | | -1.4 |
| Virginia (13 counties) | 10,737 | 10,658 | 4,199 | 4,487 | 1,127 | 459 | 386 | 79 | +20.4 |
| Washington (6 counties) | 86,469 | 86,303 | 17,333 | 52,237 | 14,568 | 1,786 | 379 | 166 | -1.1 |
| West Virginia (4 counties) | 32,489 | 31,935 | 10,809 | 11,669 | 8,866 | 561 | | 554 | +12.9 |
| Wisconsin (8 counties) | 108,878 | 107,975 | 24,365 | 58,527 | 20,807 | 2,639 | 1,637 | 903 | +1.1 |

¹ Obligations incurred from Federal, State, and local funds; administrative expense is not included.

² Includes direct and work relief and statutory aid to veterans administered on the basis of need.

³ Includes data for States administering plans under the Social Security Act and for States not participating under the act.

⁴ Eliminates duplication in the count of cases receiving more than 1 type of public relief.

⁵ Decrease of less than 0.1 percent.

OLD-AGE INSURANCE

BUREAU OF OLD-AGE INSURANCE • ANALYSIS DIVISION

IN COOPERATION WITH THE

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF OLD-AGE BENEFITS RESEARCH

The 1937 Employee Tabulation

The tabulation of cards for about 30.5 million employees who were reported as earning taxable wages in 1937 is nearing completion, and tables and charts presenting the results of this tabulation will soon be available. The tabulation will provide data by States on the number of employees and the amount of their taxable wages and will present a picture of characteristics of employees in covered industry.

The employees represented in this tabulation have been divided into three groups: migrants (employees who have been identified as working during some part of 1937 in a State other than that in which their account numbers were assigned), nonmigrants, and persons with railroad retirement account numbers. The first tabulation contains data for nonmigrant employees in 24 States, and tables have been completed. This first series of tables presents distributions by age, sex, color, and amount of earnings; and averages and percentages have been derived from the data. The tabulations of nonmigrants for all remaining States have been completed, but the statistical tables are not yet ready for presentation. When the tabulation of the migratory workers has been completed, data on age, sex, color, and earnings intervals will be available for all employees by the States in which they were identified as working. An additional break-down of the group of migratory workers by the States in which their account numbers were issued will provide data on interstate movements of migratory workers.

For each State three tables will be prepared to show the number of employees and the amount of their taxable wages. The first table will present a distribution of employees by 5-year age groups and by earnings as follows: \$100 intervals to \$999, \$500 intervals from \$1,000 to \$2,999, one interval of \$3,000 of earnings, and another for earnings of more than \$3,000. The second table will give statistics on sex and color by the same age groups, and the third will show the number of employees and the amount of their

wages by age, sex, and color. The same three tables will be prepared for the United States as a whole, combining the data for all States and Territories. Special tables by 1-year age intervals for all employees with less than \$100 and with \$100 to \$300 in wage credits, and for those receiving over \$300, by sex and color, will be compiled for purposes of actuarial analysis.

In addition to these tables of absolute figures, a series of tables will be compiled showing percentage distributions of employees and their taxable wages by age, size of wages, sex, and color. Average wages within each group, and median and average ages, weighted by number of employees, by amount of wages, and also by mortality rates, will be included. Maps and charts will also be prepared, based on these percentages and averages.

Wage Records

As of November 30, 1938, 73.5 million 1938 wage items¹ had been received in Baltimore. Of this total, 55.9 million represented wage items for the first and second quarters of the year, and 55.8 million of them had been converted to punch-card form. Almost half of the 17.6 million third quarter receipts had gone through the card-punch operation by the end of November. The punch cards are sorted by area, listed to obtain production control records, and accumulated in files by area until a sufficient number is available for the collating, or mechanical verification of the name listed under a particular account number. By the end of November, the area-listing operation was completed for 56.4 million, or 76.7 percent, of the 1938 wage items received; and 27.2 million cards, or 37.0 percent, had been collated and interfiled in preparation for the annual posting.

Reports of taxable wages earned in the second quarter of 1938 were received in Baltimore much more promptly than were those relating to the first quarter. Table 1 shows the cumulative

¹ Includes a small number of 1937 wage items carried over into 1938 accounting operations and received since the close of the 1937 accounting operations in July 1938.

weekly receipts of wage items for the first and second quarters of the year. Data for receipts of third quarter wage items are available for only the first 6 comparable weeks, but these data indicate that reports are being received in about the same numbers as second quarter wage items on corresponding dates.

As of November 30, 42,600 requests for statements of taxable earnings in 1937 had been received in Baltimore from wage earners throughout the country. Complete statements have been forwarded in reply to 36,100 of these requests. A few tentative statements have also been forwarded. The remainder, which were in process at the close

Table 1.—Cumulative receipts of employee wage items in Baltimore, first and second quarters, 1938

| Number of weeks after date due ¹ | Number of wage items received for the— | | Percent of total received through the 13th week | |
|---|--|------------------|---|----------------|
| | First quarter | Second quarter | First quarter | Second quarter |
| 1..... | 492,063 | 5,126,585 | 1.9 | 18.8 |
| 2..... | 983,579 | 8,809,831 | 3.7 | 32.3 |
| 3..... | 2,373,957 | 13,560,566 | 9.0 | 49.8 |
| 4..... | 11,936,555 | 18,579,854 | 45.0 | 68.2 |
| 5..... | 15,023,066 | 21,194,621 | 56.7 | 77.8 |
| 6..... | 17,990,362 | 22,614,689 | 67.9 | 83.0 |
| 7..... | 21,277,473 | 23,955,184 | 80.3 | 87.9 |
| 8..... | 23,345,865 | 25,189,694 | 88.1 | 92.5 |
| 9..... | 24,899,445 | 26,091,655 | 94.0 | 95.8 |
| 10..... | 25,510,879 | 26,607,486 | 96.3 | 97.7 |
| 11..... | 26,074,844 | (²) | 98.4 | — |
| 12..... | 26,350,981 | (²) | 99.4 | — |
| 13..... | 26,498,520 | 27,245,985 | 100.0 | 100.0 |

¹ The due date for the first quarter was Apr. 30, and for the second quarter July 31.

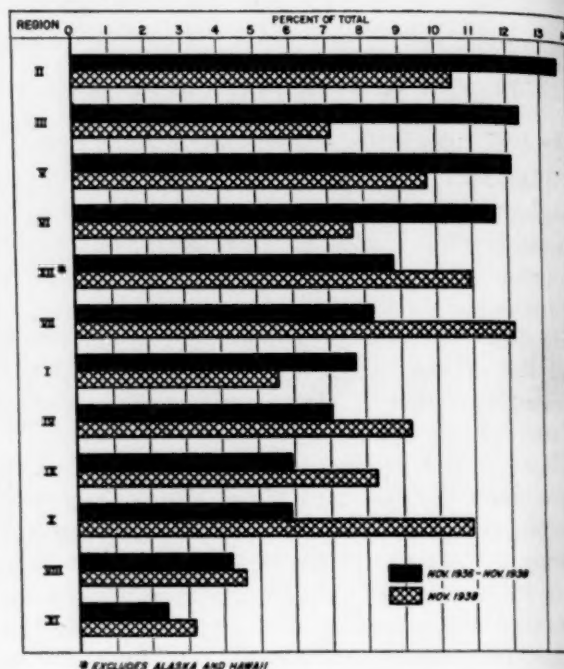
² Figures not available.

of business on November 30, were largely cases requiring additional information or special handling.

Employee Account Numbers Issued

The regional distribution of the number of employee account numbers issued in November differed considerably from the distribution of the cumulative total issued through November 30. Regions I, II, III, V, and VI accounted for a smaller part of the total issued in November than they did of the cumulative total. The States included in these regions are, in general, the industrialized and thickly populated Northeastern States. The Southeastern States and the States west of the Mississippi accounted for a larger part of the numbers issued in November than they had in the earlier months. It is therefore apparent

Chart I.—Percentage distribution of account numbers issued, by regions, November 1936–November 1938 and November 1938



that registration is more nearly complete in the industrial States than in the States where agriculture and extractive industries predominate.

A comparison of the distribution by regions reveals the shift that has taken place:

| Region ¹ | Percent of total account numbers issued | |
|---------------------|---|---------------|
| | Cumulative through Nov. 30, 1938 | November 1938 |
| I..... | 7.7 | 5.9 |
| II..... | 13.6 | 14.0 |
| III..... | 12.4 | 12.1 |
| IV..... | 7.0 | 7.7 |
| V..... | 12.1 | 12.1 |
| VI..... | 11.7 | 11.7 |
| VII..... | 8.2 | 4.2 |
| VIII..... | 4.2 | 4.2 |
| IX..... | 5.9 | 5.9 |
| X..... | 5.9 | 5.9 |
| XI..... | 2.4 | 2.4 |
| XII..... | 8.8 | 4.2 |

¹ See table 2 for the list of States included in each region.

It is apparent from this tabulation that Region II, which has accounted for the largest share of all account numbers issued to date, is in fourth place when only the November figures are considered. On the other hand, Region VII, which is now in first place, has accounted for only 8.2 percent of all

numbers issued and is in sixth place when the regions are ranked according to the total of all numbers issued over the entire 25-month period.

Table 2.—Employee account numbers issued, by regions and States, November 1938¹

| Region ² and State | Employee account numbers issued ³ | |
|-------------------------------|--|----------|
| | Cumulative through November | November |
| Total..... | 42,184,294 | 440,809 |
| Region I: | | |
| Connecticut..... | 679,049 | 4,772 |
| Maine..... | 283,392 | 2,257 |
| Massachusetts..... | 1,707,095 | 12,318 |
| New Hampshire..... | 181,085 | 1,370 |
| Rhode Island..... | 295,575 | 2,448 |
| Vermont..... | 99,432 | 1,413 |
| Region II: | | |
| New York..... | 5,710,872 | 46,193 |
| Region III: | | |
| Delaware..... | 95,387 | 696 |
| New Jersey..... | 1,549,551 | 10,768 |
| Pennsylvania..... | 3,549,732 | 19,802 |
| Region IV: | | |
| District of Columbia..... | 268,896 | 4,182 |
| Maryland..... | 600,905 | 8,607 |
| North Carolina..... | 865,966 | 13,273 |
| Virginia..... | 659,823 | 9,913 |
| West Virginia..... | 560,090 | 4,607 |
| Region V: | | |
| Kentucky..... | 650,297 | 7,088 |
| Michigan..... | 1,939,627 | 15,753 |
| Ohio..... | 2,498,887 | 20,087 |
| Region VI: | | |
| Illinois..... | 2,922,540 | 20,265 |
| Indiana..... | 1,123,800 | 8,804 |
| Wisconsin..... | 849,948 | 4,796 |
| Region VII: | | |
| Alabama..... | 596,452 | 8,419 |
| Florida..... | 610,602 | 9,415 |
| Georgia..... | 763,632 | 11,990 |
| Mississippi..... | 334,605 | 7,669 |
| South Carolina..... | 454,515 | 6,848 |
| Tennessee..... | 689,431 | 8,956 |
| Region VIII: | | |
| Iowa..... | 541,353 | 5,366 |
| Minnesota..... | 728,043 | 7,322 |
| Nebraska..... | 293,940 | 3,347 |
| North Dakota..... | 101,029 | 2,047 |
| South Dakota..... | 114,695 | 2,165 |
| Region IX: | | |
| Arkansas..... | 313,975 | 8,948 |
| Kansas..... | 437,947 | 5,874 |
| Missouri..... | 1,161,400 | 12,334 |
| Oklahoma..... | 581,306 | 9,270 |
| Region X: | | |
| Louisiana..... | 608,963 | 13,683 |
| New Mexico..... | 105,918 | 1,867 |
| Texas..... | 1,776,977 | 32,498 |
| Region XI: | | |
| Arizona..... | 152,630 | 1,930 |
| Colorado..... | 326,941 | 3,566 |
| Idaho..... | 143,222 | 2,732 |
| Montana..... | 163,041 | 2,702 |
| Utah..... | 159,415 | 1,996 |
| Wyoming..... | 69,180 | 1,030 |
| Region XII: | | |
| California..... | 2,702,607 | 35,741 |
| Nevada..... | 41,363 | 572 |
| Oregon..... | 358,474 | 5,099 |
| Washington..... | 593,356 | 6,590 |
| Territories: | | |
| Alaska..... | 20,705 | 284 |
| Hawaii..... | 146,659 | 1,197 |

¹ The count of employee account numbers issued must not be taken as a measure of the number of persons engaged currently in employment covered by the old-age benefits provisions of the Social Security Act or the cumulative total of persons who have been so engaged over a period of time. As an aid in the administration of State unemployment compensation laws and for other reasons, account numbers have been issued to individuals who were not in employment covered by title II at the time their applications were made.

² Social Security Board administrative regions.

³ Net figures, after subtraction of all numbers canceled for any reason.

Source: Bureau of Old-Age Insurance, Baltimore Accounting Operations.

During November, 440,809 employee account numbers were issued, making a net cumulative total of 42.2 million numbers which had been issued by the end of November. (See table 2.) There were fewer numbers issued in November than in any recent month, the November figure being the third smallest total since enumeration began in November 1936. Only February and May 1938 have been lower.

Claims for Lump-Sum Payments

A total of 18,144 claims for lump-sum payments was received in Washington during November, representing an increase of 1.9 percent over the number received in October. A survey of the number of claims received in each calendar month of 1938 shows that a pronounced, though irregular, decline occurred from March through July. From the end of July through November, a tendency to increase is apparent, although a small decrease occurred in September. The fluctuations in the number of claims received from month to month are partly attributable to variations in the number of calendar days in each month. If the daily average number of claims received is considered, therefore, the fluctuations are somewhat less pronounced, and the small September decrease becomes an increase of almost 1 percent. Monthly and average daily receipts of claims received in Washington during 1938 are shown by the following tabulation:

| Month | Number of claims received per month | Percentage change from previous month | Daily average number of claims received | Percentage change in daily average from previous month |
|----------------|-------------------------------------|---------------------------------------|---|--|
| 1938 | | | | |
| January..... | 19,419 | -6.1 | 626.4 | -6.1 |
| February..... | 18,214 | -6.2 | 650.5 | +3.8 |
| March..... | 20,888 | +14.7 | 673.8 | +3.6 |
| April..... | 18,728 | -10.3 | 624.3 | -7.3 |
| May..... | 17,948 | -4.2 | 579.0 | -7.3 |
| June..... | 16,597 | -7.5 | 533.2 | -4.5 |
| July..... | 15,136 | -8.8 | 488.3 | -11.7 |
| August..... | 16,626 | +9.8 | 536.3 | +9.8 |
| September..... | 16,223 | -2.4 | 540.8 | +0.8 |
| October..... | 17,806 | +9.8 | 574.4 | +6.2 |
| November..... | 18,144 | +1.9 | 604.8 | +5.3 |

It is probable that there are seasonal factors which have an effect upon the number of claims filed; experience is still far too limited, however, to furnish a basis for determining seasonal variations. The decline in the number of claims received from March through July and the increases in recent months were probably related to changes

Table 3.—Claims for lump-sum payments: Number received in Washington, and number and average amount certified by the Social Security Board to the Secretary of the Treasury, by regions and States, November 1938¹

| Region ² and State | Total claims | | | Claims for payments at age 65 | | | Claims for death payments | | |
|---------------------------------|--------------|-----------|--------------------------|-------------------------------|-----------|--------------------------|---------------------------|-----------|--------------------------|
| | Number | | Average amount certified | Number | | Average amount certified | Number | | Average amount certified |
| | Received | Certified | | Received | Certified | | Received | Certified | |
| Cumulative through Nov. 30..... | 265,084 | 250,782 | \$42.66 | 118,311 | 112,058 | \$43.51 | 146,773 | 138,724 | \$41.08 |
| Total for November..... | 18,144 | 16,699 | 64.36 | 8,130 | 7,412 | 67.43 | 10,014 | 9,287 | 61.91 |
| Region I: | | | | | | | | | |
| Connecticut..... | 345 | 313 | 73.94 | 165 | 158 | 77.76 | 180 | 155 | 70.04 |
| Maine..... | 116 | 120 | 52.68 | 71 | 64 | 59.04 | 45 | 56 | 45.41 |
| Massachusetts..... | 841 | 846 | 70.27 | 422 | 420 | 73.97 | 419 | 426 | 66.02 |
| New Hampshire..... | 90 | 74 | 63.12 | 45 | 40 | 71.14 | 45 | 34 | 53.08 |
| Rhode Island..... | 220 | 223 | 59.31 | 157 | 152 | 56.36 | 63 | 71 | 65.62 |
| Vermont..... | 93 | 77 | 48.97 | 67 | 51 | 51.60 | 26 | 26 | 43.61 |
| Region II: | | | | | | | | | |
| New York..... | 2,171 | 2,136 | 78.16 | 825 | 841 | 84.30 | 1,346 | 1,295 | 74.17 |
| Region III: | | | | | | | | | |
| Delaware..... | 51 | 43 | 68.11 | 29 | 27 | 62.45 | 22 | 16 | 77.03 |
| New Jersey..... | 760 | 682 | 83.11 | 344 | 317 | 90.95 | 416 | 365 | 76.31 |
| Pennsylvania..... | 1,611 | 1,527 | 69.48 | 746 | 723 | 72.73 | 865 | 804 | 66.15 |
| Region IV: | | | | | | | | | |
| District of Columbia..... | 93 | 105 | 63.90 | 45 | 58 | 65.38 | 48 | 47 | 62.07 |
| Maryland..... | 348 | 327 | 63.99 | 162 | 154 | 62.91 | 186 | 173 | 64.98 |
| North Carolina..... | 368 | 272 | 42.03 | 155 | 95 | 52.72 | 213 | 177 | 36.23 |
| Virginia..... | 329 | 301 | 45.35 | 160 | 124 | 47.73 | 169 | 177 | 43.68 |
| West Virginia..... | 199 | 177 | 67.42 | 75 | 68 | 78.98 | 124 | 109 | 60.22 |
| Region V: | | | | | | | | | |
| Kentucky..... | 226 | 216 | 57.01 | 99 | 91 | 60.35 | 127 | 125 | 54.83 |
| Michigan..... | 702 | 667 | 69.28 | 240 | 253 | 74.59 | 462 | 414 | 64.04 |
| Ohio..... | 1,110 | 1,023 | 72.01 | 515 | 485 | 75.29 | 595 | 538 | 69.04 |
| Region VI: | | | | | | | | | |
| Illinois..... | 1,260 | 1,170 | 72.47 | 497 | 476 | 77.70 | 763 | 694 | 68.88 |
| Indiana..... | 551 | 529 | 56.33 | 191 | 200 | 65.89 | 360 | 329 | 56.12 |
| Wisconsin..... | 400 | 397 | 65.69 | 184 | 183 | 72.02 | 216 | 214 | 60.27 |
| Region VII: | | | | | | | | | |
| Alabama..... | 246 | 211 | 40.96 | 74 | 54 | 42.95 | 172 | 157 | 40.27 |
| Florida..... | 204 | 142 | 41.77 | 70 | 53 | 51.58 | 134 | 89 | 35.98 |
| Georgia..... | 332 | 271 | 45.36 | 123 | 83 | 41.34 | 209 | 188 | 47.14 |
| Mississippi..... | 161 | 119 | 32.69 | 83 | 49 | 28.81 | 78 | 70 | 35.42 |
| South Carolina..... | 188 | 178 | 36.13 | 78 | 75 | 42.12 | 110 | 103 | 31.77 |
| Tennessee..... | 308 | 271 | 42.12 | 168 | 121 | 32.69 | 140 | 150 | 40.71 |
| Region VIII: | | | | | | | | | |
| Iowa..... | 295 | 244 | 56.61 | 174 | 127 | 51.40 | 121 | 117 | 62.27 |
| Minnesota..... | 404 | 317 | 58.93 | 279 | 211 | 52.99 | 125 | 106 | 70.71 |
| Nebraska..... | 102 | 85 | 66.70 | 47 | 36 | 66.57 | 55 | 49 | 66.73 |
| North Dakota..... | 35 | 29 | 51.23 | 18 | 17 | 40.52 | 17 | 12 | 66.40 |
| South Dakota..... | 40 | 33 | 59.81 | 15 | 7 | 48.02 | 25 | 26 | 62.96 |
| Region IX: | | | | | | | | | |
| Arkansas..... | 117 | 97 | 51.23 | 33 | 33 | 57.61 | 84 | 64 | 47.94 |
| Kansas..... | 156 | 137 | 61.27 | 74 | 60 | 72.65 | 82 | 77 | 52.40 |
| Missouri..... | 363 | 387 | 67.91 | 150 | 165 | 76.58 | 213 | 222 | 61.40 |
| Oklahoma..... | 116 | 121 | 63.44 | 41 | 38 | 66.65 | 75 | 83 | 61.87 |
| Region X: | | | | | | | | | |
| Louisiana..... | 257 | 228 | 40.42 | 129 | 73 | 39.15 | 128 | 155 | 41.01 |
| New Mexico..... | 59 | 15 | 40.98 | 43 | 5 | 51.95 | 16 | 10 | 35.30 |
| Texas..... | 497 | 468 | 49.90 | 147 | 149 | 58.22 | 350 | 319 | 46.03 |
| Region XI: | | | | | | | | | |
| Arizona..... | 65 | 43 | 48.11 | 14 | 15 | 57.32 | 51 | 28 | 43.17 |
| Colorado..... | 111 | 108 | 61.74 | 47 | 48 | 75.76 | 64 | 60 | 50.33 |
| Idaho..... | 51 | 49 | 48.49 | 24 | 23 | 32.65 | 27 | 26 | 62.01 |
| Montana..... | 60 | 69 | 62.47 | 18 | 22 | 66.58 | 42 | 47 | 60.10 |
| Utah..... | 72 | 53 | 62.63 | 33 | 21 | 81.52 | 39 | 32 | 50.23 |
| Wyoming..... | 29 | 16 | 59.95 | 13 | 7 | 42.65 | 16 | 9 | 71.41 |
| Region XII: | | | | | | | | | |
| California..... | 1,413 | 1,276 | 57.93 | 752 | 686 | 51.77 | 661 | 590 | 65.30 |
| Nevada..... | 18 | 18 | 66.69 | 7 | 8 | 69.14 | 11 | 10 | 64.73 |
| Oregon..... | 194 | 181 | 54.46 | 116 | 106 | 52.48 | 78 | 75 | 57.27 |
| Washington..... | 311 | 264 | 59.43 | 149 | 125 | 61.81 | 162 | 139 | 57.28 |
| Territories: | | | | | | | | | |
| Alaska..... | 12 | 6 | 60.39 | 4 | 1 | 41.22 | 8 | 5 | 64.20 |
| Hawaii..... | 22 | 21 | 72.61 | 9 | 11 | 85.22 | 13 | 10 | 58.74 |
| Foreign ³ | 22 | 17 | 61.08 | 4 | 3 | 69.33 | 18 | 14 | 59.32 |

¹ All claims received to date have been for lump-sum payments amounting to 3½ percent of total taxable wages. This is the only type of claim payable before Jan. 1, 1942.

² Social Security Board administrative regions.

³ Claims received from persons in foreign countries.

Source: Bureau of Old-Age Insurance, Administrative Division.

in the level of employment during 1938. Although indexes of employment² started to move upward in June, the increases were not immediately reflected in the number of claims received, probably because of the time lag which frequently occurs between the wage earner's death or his attainment of age 65 and the date of filing a claim.

Of the cumulative total of 265,084 claims received by November 30, 1938, 250,782, or 94.6 percent, had been certified to the Secretary of the Treasury for payment. During November 16,699 claims were certified, 4.7 percent less than in the preceding month.

² U. S. Bureau of Labor Statistics, index of factory employment.

The average lump-sum payment certified in November was \$64.36, an increase of 4.1 percent over the average for October. The average amount certified during November to wage earners who had attained age 65—\$67.43—was, for the eleventh consecutive month, higher than the average amount certified to the heirs or representatives of the estates of deceased wage earners. The latter type of payment averaged \$61.91 in November. The rapid increase of the average size of claims payments may be strikingly illustrated by comparing the average of \$27.76 for November 1937 with the average of \$64.36 for November 1938.

FINANCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF OLD-AGE BENEFITS RESEARCH

November was characterized by rapidly increasing industrial production, particularly in the heavy industries. Steel-ingot and automobile production showed noticeable gains over October, and both industries were operating at the highest rates since the autumn of 1937. Employment indicators reflected this improvement, the Federal Reserve Board index of factory employment, adjusted for seasonal variations, advancing from 87.5 in October to 90.1 in November. There is always a lag between economic change and social security financial operations, but, since the improvement in business has been under way for several months, the financial series are likely soon to reflect the gains that have been made.

Old-Age Reserve Account

The status of the old-age reserve account by months from January 1937 through November 1938 is shown in table 1. Of the \$473 million which, on July 1, had been made available for transfer to the account during the current fiscal year, \$141 million had been transferred during the

first 4 months of the year, and an additional \$32 million was transferred during November. The amount transferred in November was the same as that transferred during October but was somewhat below the amount of the monthly transfers made during the first quarter of the present fiscal year. The entire \$32 million was invested in 3-percent special Treasury notes, thus increasing total investment holdings of the reserve account to \$830.3 million at the end of November. The other type of asset of the reserve account—the funds held to the credit of the disbursing officer for benefit payments—declined during the month to about \$2.4 million.

Lump-sum payments to beneficiaries under the old-age insurance program during November exceeded \$1 million for the second time since the inception of the program. These payments were, however, 4.7 percent below similar payments made during October.

Because of its general similarity to the old-age reserve account, recent data on operations in connection with the railroad retirement account

Table 1.—Status of the old-age reserve account, by months, January 1937–November 1938

| Year and month | Appropriation balance on first of month ¹ | Transfers from appropriation to account | Interest received by account | 3-percent special Treasury notes acquired | Deposits with disbursing officer for benefit payments | Benefit payments | Cash with disbursing officer at end of month |
|----------------------------|--|---|------------------------------|---|---|------------------|--|
| 1937 | | | | | | | |
| January..... | \$265,000,000.00 | \$45,000,000 | | \$45,000,000 | \$0.00 | \$0.00 | \$0.00 |
| February..... | 220,000,000.00 | 45,100,000 | | 45,000,000 | 100,000.00 | .00 | 100,000.00 |
| March..... | 174,900,000.00 | 45,000,000 | | 45,000,000 | .00 | .00 | 100,000.00 |
| April..... | 129,900,000.00 | 45,000,000 | | 45,000,000 | .00 | 229.79 | 99,770.21 |
| May..... | 84,900,000.00 | 45,000,000 | | 45,000,000 | .00 | 7,065.20 | 92,705.01 |
| June..... | 39,900,000.00 | 39,900,000 | ² \$2,261,810.97 | 42,100,000 | .00 | 19,674.36 | 73,030.65 |
| July..... | 500,000,000.00 | 42,000,000 | (³) | 41,000,000 | ⁴ 1,061,810.97 | 48,357.05 | 1,088,484.57 |
| August..... | 458,000,000.00 | 41,000,000 | | 41,000,000 | .00 | 108,080.84 | 980,403.73 |
| September..... | 417,000,000.00 | 41,000,000 | | 41,000,000 | .00 | 99,472.23 | 880,931.50 |
| October..... | 376,000,000.00 | 41,000,000 | | 41,000,000 | .00 | 169,348.62 | 711,582.88 |
| November..... | 335,000,000.00 | 41,000,000 | | 41,000,000 | .00 | 263,972.69 | 447,610.19 |
| December..... | 294,000,000.00 | 43,000,000 | | 41,000,000 | 2,000,000.00 | 302,274.87 | 2,145,335.07 |
| 1938 | | | | | | | |
| January..... | 251,000,000.00 | 41,000,000 | | 41,000,000 | .00 | 581,004.99 | 1,564,330.15 |
| February..... | 210,000,000.00 | 41,000,000 | | 41,000,000 | .00 | 602,215.64 | 962,114.60 |
| March..... | 169,000,000.00 | 43,000,000 | | 41,000,000 | 2,000,000.00 | 736,132.95 | 2,225,981.71 |
| April..... | 126,000,000.00 | 10,800,000 | | 10,800,000 | ⁵ -23.35 | 841,022.47 | 1,384,953.01 |
| May..... | 115,200,023.35 | 2,200,000 | | 0 | ⁶ 2,199,921.36 | 823,297.05 | 2,761,590.25 |
| June..... | 113,000,101.99 | 0 | 15,412,232.89 | 15,400,000 | ⁷ -56.56 | 830,883.47 | 1,930,673.07 |
| July..... | 473,012,391.44 | 38,000,000 | | 38,000,000 | ⁸ -134.05 | 779,513.08 | 1,150,973.07 |
| August..... | 435,012,525.49 | 38,000,000 | | 33,000,000 | ⁹ 4,999,733.27 | 826,495.23 | 5,324,211.11 |
| September..... | 397,012,792.22 | 33,000,000 | | 33,000,000 | ¹⁰ -546.86 | 853,254.97 | 4,470,409.25 |
| October..... | 364,013,339.08 | 32,000,000 | | 32,000,000 | ¹¹ -81.65 | 1,073,917.60 | 3,396,418.05 |
| November..... | 332,013,420.73 | 32,000,000 | | 32,000,000 | ¹² -215.23 | 1,023,045.32 | 2,373,149.46 |
| Cumulative to Nov. 30..... | 300,013,635.96 | 825,000,000 | 17,674,043.86 | 830,300,000 | 12,360,407.90 | 9,987,258.42 | 2,373,149.46 |

¹ On the books of the Bookkeeping and Warrants Division of the Treasury Department. \$265 million was appropriated to the old-age reserve account for the fiscal year 1936-37, \$500 million for the fiscal year 1937-38, and \$360 million for the fiscal year 1938-39. See footnote 3 below for explanation of additions to appropriation.

² \$61,810.97 of the interest earned during the first 6 months was held as an

appropriation balance until July 1937, at which time it was transferred to the disbursing officer.

³ Collections of improper payments made to claimants have been deducted and transferred to the appropriations.

Source: Computed from data furnished by the Daily Treasury Statements

are summarized here. This account has been set up under the Railroad Retirement Act, and claims under the act are paid from funds in this account. The appropriations to the account have thus far amounted to \$264.8 million, as compared with taxes of \$203.7 million collected under the act from carriers and their employees. By the end of November a total of \$217.4 million had been transferred from the appropriation to the retirement account. At the same time the in-

vested portion of the account amounted to \$74.2 million in 3-percent special Treasury notes. The amounts transferred and not invested have been held in cash and used for paying approved claims for benefits.

Unemployment Trust Fund

Table 2 shows the status of the unemployment trust fund as of November 30, 1938. Total receipts of the fund during November, which con-

Table 2.—Status of the unemployment trust fund as of Nov. 30, 1938

| State | Contributions first collectible on pay rolls for 1— | Balance as of June 30, 1937 | Fiscal year 1937-38 | | | | Fiscal year 1938-39 | | | |
|---------------------------|---|-----------------------------|-------------------------|-------------------|--------------------------|-----------------------------|--|---|----------------------------------|-----------------------------|
| | | | Contributions deposited | Interest credited | Withdrawals ¹ | Balance as of June 30, 1938 | Contributions deposited July 1-Nov. 30, 1938 | Interest credited July 1-Nov. 30, 1938 ² | Withdrawals July 1-Nov. 30, 1938 | Balance as of Nov. 30, 1938 |
| Total..... | | \$313,602,561.52 | \$748,813,895.53 | \$15,172,022.11 | \$195,720,000 | \$881,868,479.16 | \$370,352,915.06 | \$5,712,635.87 | \$192,515,000 | \$1,065,419,030.09 |
| Alabama..... | 1936 | 4,911,753.12 | 6,627,909.79 | 184,428.43 | 4,250,000 | 7,474,091.34 | 3,616,834.81 | 43,579.45 | 3,850,000 | 7,284,505.60 |
| Alaska..... | 1937 | | 498,958.23 | 3,623.36 | | 502,581.59 | 315,603.98 | 3,443.70 | | 821,629.27 |
| Arizona..... | 1936 | 930,784.65 | 1,815,356.24 | 39,169.71 | 1,200,000 | 1,585,310.60 | 1,000,000.00 | 10,370.67 | 750,000 | 1,845,681.27 |
| Arkansas..... | 1937 | | 3,675,206.47 | 40,550.14 | | 3,615,756.61 | 1,459,180.60 | 25,062.79 | | 5,100,000.00 |
| California..... | 1936 | 27,969,344.34 | 63,495,000.00 | 1,470,081.18 | 12,200,000 | 80,674,425.52 | 36,36,628.64 | 536,861.63 | 11,520,000 | 106,000,915.79 |
| Colorado..... | 1936 | 2,309,943.41 | 4,035,587.42 | 109,492.72 | | 6,455,023.55 | 2,345,401.56 | 43,810.90 | | 8,844,236.01 |
| Connecticut..... | 1936 | 8,446,814.60 | 12,153,000.00 | 308,356.68 | 8,250,000 | 12,658,171.28 | 7,325,000.00 | 79,490.37 | 3,750,000 | 16,312,661.65 |
| Delaware..... | 1937 | | 2,801,683.16 | 21,716.99 | | 2,823,400.15 | 1,018,631.31 | 19,326.94 | | 3,861,358.40 |
| District of Columbia..... | 1936 | 3,528,047.77 | 5,177,939.64 | 141,647.08 | 825,000 | 8,022,634.49 | 2,581,395.84 | 53,070.41 | 725,000 | 9,932,100.74 |
| Florida..... | 1937 | | 6,995,820.77 | 57,707.18 | | 7,053,527.95 | 2,490,000.00 | 47,944.26 | | 9,591,472.21 |
| Georgia..... | 1937 | | 10,767,192.82 | 91,905.17 | | 10,859,097.99 | 3,250,000.00 | 73,122.25 | | 14,182,220.24 |
| Hawaii..... | 1937 | | 2,148,537.76 | 16,708.28 | | 2,164,616.04 | 859,599.96 | 14,901.38 | | 3,039,117.38 |
| Idaho..... | 1936 | 904,010.47 | 1,596,933.38 | 44,153.01 | | 2,545,096.86 | 971,604.13 | 17,304.92 | 300,000 | 3,234,005.91 |
| Illinois..... | 1937 | | 84,314,013.81 | 464,422.54 | | 84,778,436.35 | 31,300,000.00 | 583,947.48 | | 116,062,383.83 |
| Indiana..... | 1936 | 14,058,422.89 | 15,135,803.50 | 544,966.71 | 2,500,000 | 27,239,223.10 | 8,651,394.54 | 155,993.38 | 13,200,000 | 22,846,611.02 |
| Iowa..... | 1936 | 2,756,610.16 | 7,000,000.00 | 163,112.59 | | 9,919,722.75 | 2,900,000.00 | 63,780.12 | 2,250,000 | 10,633,502.87 |
| Kansas..... | 1937 | | 7,122,280.08 | 78,795.43 | | 7,201,075.51 | 2,838,179.74 | 49,696.73 | | 10,088,953.98 |
| Kentucky..... | 1936 | 2,510,459.81 | 10,682,000.00 | 219,047.99 | | 13,411,507.80 | 4,850,000.00 | 89,835.64 | | 18,351,343.44 |
| Louisiana..... | 1936 | 3,824,169.43 | 7,475,000.00 | 176,949.09 | 1,750,000 | 9,726,118.52 | 3,775,000.00 | 64,553.23 | 2,100,000 | 11,465,671.75 |
| Maine..... | 1936 | 1,860,889.88 | 3,050,000.00 | 72,428.21 | 2,700,000 | 2,283,138.09 | 1,875,000.00 | 13,334.16 | 1,600,000 | 2,571,652.25 |
| Maryland..... | 1936 | 3,016,919.51 | 9,800,000.00 | 181,963.59 | 6,300,000 | 6,698,883.10 | 5,800,000.00 | 46,470.17 | 3,600,000 | 8,945,353.27 |
| Massachusetts..... | 1936 | 18,869,145.19 | 39,300,000.00 | 888,931.07 | 15,000,000 | 44,058,076.26 | 18,900,000.00 | 282,203.87 | 12,000,000 | 51,240,280.13 |
| Michigan..... | 1936 | 13,131,614.88 | 47,986,250.15 | 915,648.11 | | 62,033,523.14 | 14,080,914.22 | 355,003.13 | 40,000,000 | 36,449,440.49 |
| Minnesota..... | 1936 | 4,729,730.48 | 11,700,000.00 | 231,688.86 | 5,500,000 | 11,161,419.34 | 6,650,000.00 | 72,640.96 | 3,000,000 | 14,884,000.30 |
| Mississippi..... | 1936 | 1,146,582.13 | 2,107,596.67 | 53,114.26 | 650,000 | 2,657,293.06 | 1,005,000.00 | 17,073.48 | 850,000 | 2,829,366.54 |
| Missouri..... | 1937 | | 24,094,668.20 | 148,029.36 | | 24,242,697.56 | 9,000,000.00 | 166,355.74 | | 33,469,053.30 |
| Montana..... | 1937 | | 3,050,697.20 | 33,937.21 | | 3,083,734.41 | 1,450,000.00 | 21,704.56 | | 4,555,443.97 |
| Nebraska..... | 1937 | | 4,801,135.90 | 37,823.51 | | 4,838,959.41 | 1,954,000.00 | 33,900.28 | | 6,826,859.69 |
| Nevada..... | 1937 | | 1,028,946.31 | 12,084.56 | | 1,041,030.87 | 451,562.09 | 7,166.13 | | 1,499,759.09 |
| New Hampshire..... | 1936 | 2,300,138.55 | 3,054,871.43 | 86,463.48 | 2,070,000 | 3,371,473.46 | 1,115,058.45 | 20,257.05 | 890,000 | 3,616,788.96 |
| New Jersey..... | 1936 | 16,635,414.88 | 27,176,000.00 | 722,521.95 | | 44,533,936.83 | 20,548,000.00 | 309,875.29 | | 65,388,812.12 |
| New Mexico..... | 1936 | 654,159.04 | 975,000.00 | 28,701.88 | | 1,657,860.92 | 750,000.00 | 11,780.17 | | 2,419,641.09 |
| New York..... | 1936 | 56,663,174.64 | 90,800,000.00 | 2,184,506.42 | 50,000,000 | 99,647,681.06 | 61,920,000.00 | 674,707.19 | 34,000,000 | 128,242,388.25 |
| North Carolina..... | 1936 | 5,552,855.72 | 8,255,000.00 | 206,067.64 | 5,575,000 | 8,438,923.36 | 5,176,000.00 | 45,970.01 | 3,550,000 | 13,110,893.37 |
| North Dakota..... | 1937 | | 1,263,116.11 | 13,135.64 | | 1,276,251.75 | 450,141.73 | 8,606.52 | | 1,735,000.00 |
| Ohio..... | 1936 | 17,119,822.46 | 52,102,364.27 | 1,173,458.70 | | 70,395,645.43 | 25,043,245.81 | 463,122.80 | | 95,902,014.04 |
| Oklahoma..... | 1936 | 3,527,980.14 | 6,080,000.00 | 156,611.72 | | 9,764,591.86 | 2,670,000.00 | 64,759.91 | | 12,499,351.77 |
| Oregon..... | 1936 | 3,351,296.64 | 5,184,881.46 | 119,389.84 | 4,000,000 | 4,655,567.94 | 2,665,879.11 | 29,052.20 | 1,650,000 | 5,700,499.25 |
| Pennsylvania..... | 1936 | 38,004,190.67 | 65,522,000.00 | 1,527,735.83 | 38,500,000 | 66,553,926.50 | 32,063,000.00 | 387,331.77 | 32,000,000 | 67,004,258.27 |
| Rhode Island..... | 1936 | 4,505,597.43 | 7,207,179.25 | 155,046.86 | 6,800,000 | 5,067,823.54 | 3,447,459.15 | 31,342.53 | 2,550,000 | 5,996,625.22 |
| South Carolina..... | 1936 | 2,517,695.89 | 3,525,000.00 | 103,101.08 | | 6,145,796.97 | 1,800,000.00 | 40,303.76 | 600,000 | 7,386,100.73 |
| South Dakota..... | 1936 | 473,367.73 | 870,000.00 | 23,672.77 | | 1,367,040.50 | 540,000.00 | 9,631.12 | | 1,916,671.62 |
| Tennessee..... | 1936 | 3,818,051.16 | 6,620,000.00 | 158,400.99 | 3,500,000 | 7,096,452.15 | 3,360,000.00 | 43,230.05 | 2,500,000 | 7,999,682.20 |
| Texas..... | 1936 | 10,658,749.45 | 18,810,000.00 | 462,744.10 | 4,200,000 | 25,731,493.55 | 8,980,000.00 | 168,097.70 | 4,000,000 | 30,279,591.25 |
| Utah..... | 1936 | 1,122,597.42 | 2,190,000.00 | 48,291.01 | 1,725,000 | 1,635,888.43 | 1,260,000.00 | 10,965.04 | 655,000 | 2,251,853.47 |
| Vermont..... | 1936 | 660,644.80 | 1,273,729.43 | 29,270.81 | 575,000 | 1,388,645.04 | 585,096.84 | 9,088.96 | 225,000 | 1,757,830.84 |
| Virginia..... | 1936 | 4,321,153.45 | 7,475,000.00 | 183,336.92 | 2,950,000 | 9,029,490.37 | 4,150,000.00 | 56,469.40 | 2,400,000 | 10,835,959.77 |
| Washington..... | 1937 | | 12,975,602.61 | 134,744.43 | | 13,110,347.04 | 3,950,000.00 | 88,356.53 | | 17,148,703.57 |
| West Virginia..... | 1936 | 3,612,222.38 | 10,078,000.00 | 176,815.21 | 8,600,000 | 5,267,037.59 | 3,700,000.00 | 28,991.12 | 3,250,000 | 5,806,028.71 |
| Wisconsin..... | 1934 | 23,288,176.35 | 15,406,155.72 | 709,282.27 | 6,100,000 | 33,273,614.34 | 6,410,102.55 | 210,345.36 | 4,150,000 | 35,744,062.25 |
| Wyoming..... | 1937 | | 1,632,467.75 | 17,769.54 | | 1,650,237.29 | 705,000.00 | 11,395.66 | | 2,366,632.95 |

¹ Contributions payable under State unemployment compensation laws. Contributions from employers are collectible in all States; in addition, the following States require employee contributions on wages earned: Alabama, California, Kentucky, Louisiana, Massachusetts, New Jersey, Rhode Island. (Employee contributions in Massachusetts have been suspended for the period July 1, 1938-June 30, 1939.)

² Represents withdrawals since Jan. 1, 1938, except in the case of Wisconsin, which had withdrawn \$2,250,000 previous to that date.

³ Interest is credited at the end of each quarter of the fiscal year.

Source: Computed from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

sisted exclusively of deposits by States, amounted to \$127.5 million. The special 2½-percent certificates of indebtedness held by the Treasury for the account of the unemployment trust fund increased \$96 million during the month—the largest monthly increase in these holdings since the fund was established. This large increase caused total holdings of Government obligations by the trust fund to rise to \$1,032 million on November 30, the first time that they have exceeded \$1 billion.

Table 3.—Operations in connection with the unemployment trust fund, by months, 1938

[In millions of dollars]

| Month | Contributions deposited | Interest credited ¹ | Withdrawals | Balance at end of month | Investments |
|----------------|-------------------------|--------------------------------|-------------|-------------------------|-------------|
| January..... | \$52 | | \$34.4 | \$657.7 | \$24 |
| February..... | 94 | | 10.3 | 741.3 | 85 |
| March..... | 41 | \$4.4 | 33.6 | 753.4 | 10 |
| April..... | 42 | | 40.8 | 754.9 | -3 |
| May..... | 124 | | 41.2 | 838.2 | 85 |
| June..... | 73 | 5.0 | 34.3 | 881.9 | 46 |
| July..... | 42 | | 43.8 | 880.5 | 0 |
| August..... | 127 | | 48.8 | 959.0 | 82 |
| September..... | 34 | 5.7 | 35.9 | 962.4 | -4 |
| October..... | 39 | | 40.9 | 961.0 | -14 |
| November..... | 128 | | 23.1 | 1,065.4 | 96 |

¹ Interest is credited at the end of each quarter of the fiscal year.

In addition to the invested portion, about \$22.8 million was held in the disbursing account of the Treasury at the end of November to meet current withdrawals. The November withdrawals—\$23.1 million—were the lowest for any month since February.

Unemployment benefits, unlike old-age benefits, are being paid currently on a large scale. The month-to-month changes which have already occurred in the unemployment trust fund are, therefore, of considerable interest. Since States cannot withdraw from the fund any amount in excess of that held to their accounts, each State is interested primarily in its own balance and the changes that occur in that balance. There are, however, many students of finance to whom the changes in the national fund are of interest. Table 3 summarizes, by months, the different items shown in table 2 and the investment operations in connection with the fund.

Increases in the unemployment trust fund occurred during 8 of the first 11 months of the present calendar year. It should be remembered, however, that only 29 States were making benefit payments at the end of November and that, of this number, 4 States had started to pay benefits some

time after June 1938. The monthly fluctuations in the amount of contributions deposited reflect the fact that a number of States require contributions to be paid on a quarterly rather than a monthly basis.

This variation in the amount of State deposits is brought out in the following tabulation which shows, for each month of 1938, the number of States whose balances in the unemployment trust fund were less than in the preceding month because withdrawals for benefit payments exceeded contributions deposited in the fund:

| Month | Number of States |
|--------------------|------------------|
| 1938: January..... | 10 |
| February..... | 6 |
| March..... | 15 |
| April..... | 16 |
| May..... | 7 |
| June..... | 17 |
| July..... | 16 |
| August..... | 6 |
| September..... | 14 |
| October..... | 12 |
| November..... | 1 |

The Railroad Unemployment Insurance Act directs the Secretary of the Treasury to maintain, in the unemployment trust fund established under the Social Security Act, a separate account to be known as the railroad unemployment insurance account. As soon as deposits are made in this account, they will be reported in this section of the Bulletin.

Social Security Issues and Total Governmental Debt

The relatively large acquisitions of Government obligations by the old-age reserve account and the unemployment trust fund during recent months indicate the important relationship existing between social security financial operations and the changes in public debt. Table 4 presents detailed monthly figures on Federal appropriations and expenditures and on the fiscal operations related to social security financing. The two social security reserves during the fiscal year 1937-38 acquired Government obligations amounting to \$955 million; during the same fiscal year the total public debt increased only \$740 million. Thus it may be seen that the public debt, exclusive of the two social security funds, decreased \$215 million during the fiscal year.

During the first 5 months of the current fiscal year—through November 30—the two social security reserves acquired Government obligations totaling \$328 million; during the same period the total public debt increased \$1,438 million. Securities outstanding, exclusive of social security issues, have, therefore, increased \$1,110 million during the 5-month period. A considerable part of this large increase, as may be seen from the table, has been reflected in a rise during the 5-month period of nearly \$232 million in the general fund of the Treasury.

In view of the fact that the Government obligations acquired by the social security funds are included as a part of the total Federal debt, such acquisitions by themselves cannot be expected to change the total public debt. These acquisitions

will, however, over a period of time substitute new creditors for old. In fact, the role of the reserves will be to lessen the amount of securities which otherwise would be held or acquired by creditors other than these two reserve funds.

In the June Bulletin it was pointed out that there are, in addition to the old-age reserve account and unemployment trust fund, a number of other governmental trust funds and also certain governmental corporations and agencies which from time to time acquire for investment purposes securities issued or guaranteed by the United States Government. Table 5 shows the volume of these holdings as of the end of October 1938. The securities so held represented about 13 percent of the total interest-bearing public debt at that time, the guaranteed securities about 6.5

Table 4.—Receipts, expenditures, and issues under the Social Security Act, and total governmental receipts, expenditures, and debt for the fiscal years ended June 30, 1936, June 30, 1937, and June 30, 1938, and by months, October 1937–November 1938

[In millions of dollars]

| Fiscal year and month | Receipts of the Federal Government | | | Expenditures ¹ of the Federal Government | | | | Excess receipts (+) or expenditures (-) | General fund balance | Amount of and changes in public debt | | | | | | | |
|--------------------------------|------------------------------------|--|-----------|---|---|--------------------------------------|-----------|---|----------------------|--------------------------------------|-------------------------------------|-----------------------------|-------------------------|---|-------------------------------------|-----------------------------|-------------------------|
| | | | | | | | | | | Amount of public debt | | | | Monthly changes (+) or (-) in public debt | | | |
| | Total, all sources | Taxes under the Social Security Act ¹ | All other | Total | Under the Social Security Act | | All other | | | Total | Exclusive of social security issues | Social security issues for— | | Total | Exclusive of social security issues | Social security issues for— | |
| | | | | | Grants to States and administrative expense | Transfers to old-age reserve account | | | | | | Old-age reserve account | Unemployment trust fund | | | Old-age reserve account | Unemployment trust fund |
| Total, 1935-36.. | \$4, 116 | ----- | \$4, 116 | \$8, 666 | \$28 | ----- | \$8, 638 | -\$4, 550 | +\$840 | \$33, 779 | \$33, 760 | ----- | \$19 | +\$5, 078 | +\$5, 059 | ----- | +\$19 |
| Total, 1936-37.. | 5, 294 | \$252 | 5, 042 | 8, 442 | 183 | \$265 | 7, 994 | -3, 149 | -128 | 36, 425 | 35, 846 | \$267 | 312 | +2, 646 | +2, 086 | +\$267 | +293 |
| Total, 1937-38.. | 6, 242 | 604 | 5, 638 | 7, 626 | 291 | 387 | 6, 948 | -1, 384 | -338 | 37, 165 | 35, 631 | 662 | 872 | +740 | -215 | +395 | +560 |
| 1937 | | | | | | | | | | | | | | | | | |
| October..... | 333 | 52 | 281 | 606 | 40 | 41 | 525 | -273 | -184 | 36, 956 | 36, 029 | 431 | 496 | +81 | +2 | +41 | +38 |
| November..... | 327 | 36 | 291 | 494 | 31 | 41 | 422 | -167 | -68 | 37, 094 | 36, 043 | 472 | 574 | +138 | +19 | +41 | +78 |
| December..... | 866 | 69 | 796 | 678 | 13 | 43 | 622 | +188 | +365 | 37, 279 | 36, 141 | 513 | 625 | +185 | +93 | +41 | +51 |
| 1938 | | | | | | | | | | | | | | | | | |
| January..... | 335 | 57 | 278 | 533 | 45 | 41 | 447 | -198 | -23 | 37, 453 | 36, 250 | 554 | 649 | +174 | +109 | +41 | +24 |
| February..... | 349 | 80 | 269 | 515 | 18 | 41 | 456 | -166 | +25 | 37, 633 | 36, 304 | 595 | 734 | +180 | +54 | +41 | +85 |
| March..... | 959 | 3 | 956 | 748 | 9 | 43 | 696 | +211 | +166 | 37, 556 | 36, 176 | 636 | 744 | -77 | -128 | +41 | +10 |
| April..... | 273 | 33 | 240 | 642 | 32 | 11 | 599 | -369 | -451 | 37, 510 | 36, 122 | 647 | 741 | -46 | -54 | +11 | -3 |
| May..... | 375 | 105 | 270 | 568 | 22 | 2 | 544 | -193 | -122 | 37, 422 | 35, 949 | 647 | 826 | -88 | -173 | 0 | +85 |
| June..... | 774 | 5 | 769 | 930 | 24 | 0 | 906 | -156 | -351 | 37, 165 | 35, 631 | 662 | 872 | -257 | -318 | +15 | +46 |
| Total, 1938-39 to Nov. 30..... | 2, 223 | 277 | 1, 946 | 3, 642 | 159 | 173 | 3, 310 | -1, 419 | +232 | 38, 603 | 36, 741 | 830 | 1, 032 | +1, 438 | +1, 110 | +168 | +160 |
| July..... | 311 | 31 | 280 | 762 | 40 | 38 | 684 | -451 | -100 | 37, 191 | 35, 619 | 700 | 872 | +26 | -12 | +38 | 0 |
| August..... | 487 | 106 | 381 | 683 | 32 | 38 | 613 | -196 | +144 | 37, 593 | 35, 906 | 733 | 954 | +402 | +287 | +33 | +82 |
| September..... | 711 | 3 | 708 | 751 | 10 | 33 | 708 | -40 | +719 | 38, 393 | 36, 677 | 766 | 950 | +800 | +771 | +33 | -4 |
| October..... | 332 | 34 | 298 | 769 | 49 | 32 | 688 | -437 | -409 | 38, 423 | 36, 689 | 798 | 936 | +30 | +12 | +32 | -14 |
| November..... | 382 | 103 | 279 | 677 | 28 | 32 | 617 | -295 | -122 | 38, 603 | 36, 741 | 830 | 1, 032 | +180 | +52 | +32 | +96 |

¹ Federal tax receipts under titles VIII and IX of the Social Security Act. These data are from the Daily Treasury Statements and therefore are different from the tax collections in table 6 which are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department.

² Exclusive of public debt retirement. On the basis of "checks paid," i. e., checks cashed and returned to the U. S. Treasury. Expenditures have been

revised for fiscal years 1935-36, 1936-37, and 1937-38, and for the months October 1937 to date to correspond with data in a special Treasury statement issued in October 1938.

Source: Computed from data furnished by the Daily Treasury Statements.

Table 5.—Securities held as investments in trust funds and in accounts of certain governmental corporations and agencies on dates indicated ¹

[In thousands of dollars]

| Fund or agency | Government securities | Government-guaranteed securities |
|---|-----------------------|----------------------------------|
| As of Oct. 26, 1938 | | |
| Postal Savings System..... | \$943,664 | \$166,534 |
| Unemployment trust fund..... | 936,000 | ----- |
| Old-age reserve account..... | 798,300 | ----- |
| U. S. Government life insurance fund ¹ | 771,782 | ----- |
| Civil service retirement and disability fund..... | 463,400 | ----- |
| Federal Deposit Insurance Corporation..... | 369,094 | ----- |
| Federal Savings and Loan Insurance Corp..... | 10,365 | 102,587 |
| Railroad retirement account..... | 87,700 | ----- |
| Individual Indian trust funds..... | 42,457 | 71 |
| Alien Property Custodian fund..... | 30,810 | ----- |
| Adjusted service certificate fund..... | 23,200 | ----- |
| Mutual mortgage insurance fund and housing insurance fund..... | 19,686 | ----- |
| D. C. teachers' retirement fund ² | 5,702 | 95 |
| Canal Zone retirement and disability fund ³ | 4,046 | ----- |
| German special deposit account..... | 3,957 | ----- |
| Foreign service retirement and disability fund..... | 3,596 | ----- |
| Panama Canal Zone funds ⁴ | 1,850 | 5 |
| Comptroller of the Currency employees' retirement fund..... | 1,243 | ----- |
| General post fund, Veterans' Administration..... | 1,067 | ----- |
| District of Columbia water fund..... | 736 | ----- |
| Alaska Railroad retirement and disability fund..... | 522 | ----- |
| Pershing Hall memorial fund..... | 198 | ----- |
| Longshoremen's and harbor workers' compensation fund ⁴ | 116 | 10 |
| National Institute of Health gift fund..... | 83 | ----- |
| National Park trust fund ⁴ | 12 | ----- |
| D. C. workmen's compensation fund ⁴ | 10 | ----- |
| Ainsworth Library fund, Walter Reed General Hospital..... | 10 | ----- |
| Library of Congress trust fund..... | 1 | ----- |
| Total..... | 4,519,607 | 269,902 |
| As of Oct. 31, 1938 | | |
| Banks for cooperatives..... | 64,502 | 23,995 |
| Federal intermediate credit banks..... | 69,000 | 5,000 |
| Federal land banks..... | 61,710 | ----- |
| Reconstruction Finance Corporation..... | 48,020 | ----- |
| Federal home loan banks..... | 30,616 | 8,463 |
| Production credit corporations..... | 14,238 | 5,371 |
| Production credit associations..... | 5,618 | 7,212 |
| Joint stock land banks ⁴ | 2,055 | 6,897 |
| Inland Waterways Corporation ⁴ | 3,487 | ----- |
| Home Owners' Loan Corporation..... | 1,100 | ----- |
| U. S. Housing Authority..... | 250 | ----- |
| U. S. Spruce Production Corporation..... | 125 | ----- |
| Total..... | 300,721 | 56,938 |
| Grand total..... | 4,820,328 | 326,840 |

¹All trust funds may be invested in Government and Government-guaranteed securities, and certain funds may be invested also in additional securities as indicated.

² May be invested in Federal farm-loan bonds.

³ No limitations upon investments.

⁴ As of Aug. 31, 1938.

Source: U. S. Treasury Department press release, Nov. 30, 1938.

percent of the total guaranteed obligations outstanding.

Receipts

In the first three columns of table 4 may be seen the ratio of tax collections under the Social Security Act to total receipts of the Federal Government. During the first 5 months of this fiscal year, social security taxes represented 12.5 percent of total Federal receipts. Table 6 shows collections under titles VIII and IX of the Social Security Act by the internal revenue collection districts in which collections were received.

During November \$95.8 million in taxes was received under title VIII. This sum includes receipts from both the excise tax on employers and the income tax on employees. The rate now prevailing for each type of tax is 1 percent. A considerable portion of the receipts under this title during November represents taxes paid with respect to employment during the third quarter of the calendar year 1938. Taxes covering the third quarter were due and payable during October, but a large part of the returns are mailed late in the month and therefore appear in the accounting figures for November. The same situation prevailed with respect to collections during May and August of this year. Receipts under title VIII in November were about \$2 million less than such receipts in August and were about \$1 million less than receipts in May.

With respect to taxes under title VIII, the Bureau of Internal Revenue has recently ruled on specific cases as follows:

A trust created under a will is the employer of persons engaged by the trustee to operate the trust property; ¹ "home demonstration agents" engaged in selling products are not employees of the company manufacturing such products; ² instructors and their substitutes engaged in conducting classes at a college of law are employees of that college within the meaning of the act; ³ the president and sole stockholder (except for qualifying shares) of a corporation is an employee of that corporation; ⁴ and services performed by individuals known as "corporation inspectors" who are appointed by the mayor of a city to inspect construction work of utility companies are engaged in excepted employment. ⁵ A ruling was also issued recently that services performed by employees of a company engaged in growing tomato plants in greenhouses owned by that company constitute "agricultural labor" within the meaning of title VIII of the Social Security Act. ⁶

The following rules have also been promulgated by the Commissioner of Internal Revenue for determining whether services constitute "casual labor" as used in title VIII of the act:

RULE A. The term "casual labor" means all service

¹ Internal Revenue Bulletin, 1938-48, S. S. T. 343.

² Internal Revenue Bulletin, 1938-49, S. S. T. 344.

³ Internal Revenue Bulletin, 1938-46, S. S. T. 341.

⁴ Internal Revenue Bulletin, 1938-44, S. S. T. 338.

⁵ Internal Revenue Bulletin, 1938-44, S. S. T. 339.

⁶ Internal Revenue Bulletin, 1938-46, S. S. T. 342.

performed by an employee for his employer during a period of 1 calendar month or any 2 consecutive calendar months if such service is performed on not more than 10 calendar days, whether or not such days are consecutive. Such service does not constitute "employment," and is not taxable under Title VIII, provided it does not promote or advance the employer's trade or business. If the employee performs service for the employer on 11 or more calendar

days during such period (irrespective of the duration of performance on any such day, and whether or not such days are consecutive), the term "casual labor" does not include any of such service; and, whether or not it promotes or advances the employer's trade or business, all of such service of the employee, including that performed on the first 10 days, constitutes "employment," and is taxable under Title VIII.

Table 6.—Federal tax collections under titles VIII and IX of the Social Security Act, by internal revenue collection districts, fiscal years 1937-38 and 1938-39, and cumulative to Nov. 30, 1938¹

[In thousands of dollars]

| Internal revenue collection districts in— | Collections in the fiscal year 1937-38 | | | Collections in the fiscal year 1938-39 to Nov. 30, 1938 | | | Cumulative collections to Nov. 30, 1938 | | |
|--|--|------------------|----------------|---|------------------|----------------|---|------------------|----------------|
| | Total, titles VIII and IX | Under title VIII | Under title IX | Total, titles VIII and IX | Under title VIII | Under title IX | Total, titles VIII and IX | Under title VIII | Under title IX |
| All States..... | \$600,678.0 | \$510,550.6 | \$90,127.3 | \$275,872.5 | \$254,968.6 | \$20,903.9 | \$1,132,731.7 | \$963,860.6 | \$168,871.1 |
| Alabama..... | 4,149.9 | 3,646.6 | 503.3 | 1,883.4 | 1,784.1 | 99.4 | 7,681.4 | 6,850.9 | 830.5 |
| Arizona..... | 988.4 | 898.6 | 89.9 | 439.6 | 431.7 | 7.9 | 1,840.8 | 1,697.1 | 143.7 |
| Arkansas..... | 1,669.2 | 1,373.3 | 295.9 | 715.5 | 701.8 | 13.7 | 3,270.2 | 2,583.9 | 686.4 |
| California (2 districts)..... | 34,706.8 | 30,970.5 | 3,736.3 | 17,591.6 | 17,004.8 | 586.8 | 65,608.4 | 59,398.3 | 6,210.1 |
| Colorado..... | 3,505.1 | 3,137.5 | 367.6 | 1,626.3 | 1,551.8 | 74.4 | 6,415.2 | 5,798.2 | 617.0 |
| Connecticut..... | 11,456.5 | 10,019.2 | 1,437.3 | 5,177.9 | 4,927.2 | 250.7 | 21,431.8 | 19,049.5 | 2,382.3 |
| Delaware..... | 3,407.9 | 2,840.3 | 567.6 | 1,538.3 | 1,356.1 | 182.2 | 6,545.0 | 5,326.2 | 1,218.8 |
| Florida..... | 4,027.9 | 3,288.3 | 739.6 | 1,776.8 | 1,720.0 | 56.8 | 8,165.6 | 6,406.2 | 1,759.4 |
| Georgia..... | 5,937.9 | 4,674.3 | 1,263.6 | 2,815.5 | 2,530.0 | 285.5 | 12,182.7 | 9,179.5 | 3,003.3 |
| Hawaii..... | 1,203.1 | 973.6 | 229.5 | 583.7 | 571.8 | 11.9 | 2,489.1 | 1,926.6 | 562.4 |
| Idaho..... | 1,063.1 | 964.2 | 98.9 | 491.4 | 487.9 | 3.5 | 1,946.0 | 1,792.6 | 153.4 |
| Illinois (2 districts)..... | 61,001.8 | 47,840.0 | 13,161.8 | 26,009.7 | 23,939.7 | 2,070.1 | 119,306.2 | 90,755.9 | 28,550.3 |
| Indiana..... | 10,020.9 | 8,927.1 | 1,093.8 | 4,757.9 | 4,603.3 | 154.6 | 18,930.7 | 17,163.0 | 1,767.7 |
| Iowa..... | 5,099.3 | 4,510.9 | 498.4 | 2,505.7 | 2,445.4 | 60.3 | 9,469.4 | 8,601.2 | 868.3 |
| Kansas..... | 3,192.1 | 2,430.0 | 762.1 | 1,395.7 | 1,275.5 | 120.3 | 4,638.3 | 4,638.3 | 1,689.9 |
| Kentucky..... | 4,573.3 | 3,884.3 | 689.1 | 2,099.7 | 1,941.8 | 157.9 | 8,495.3 | 7,275.3 | 1,220.0 |
| Louisiana..... | 4,152.1 | 3,687.6 | 464.5 | 2,050.5 | 1,995.0 | 55.5 | 7,794.4 | 7,049.0 | 745.4 |
| Maine..... | 2,342.0 | 2,099.2 | 242.8 | 1,132.5 | 1,103.9 | 28.6 | 4,364.3 | 3,988.8 | 375.5 |
| Maryland (including District of Columbia)..... | 10,357.1 | 8,813.3 | 1,543.8 | 5,059.6 | 4,720.6 | 339.0 | 19,587.4 | 16,955.7 | 2,631.7 |
| Massachusetts..... | 26,044.4 | 22,882.8 | 3,161.6 | 12,105.1 | 11,505.1 | 600.0 | 49,068.7 | 43,743.5 | 5,325.3 |
| Michigan..... | 36,955.6 | 33,023.0 | 3,932.7 | 14,193.0 | 13,020.3 | 1,172.7 | 65,263.1 | 58,395.8 | 6,867.2 |
| Minnesota..... | 8,999.5 | 7,615.7 | 1,383.8 | 4,258.6 | 4,083.8 | 174.8 | 16,960.6 | 14,489.1 | 2,471.5 |
| Mississippi..... | 1,356.1 | 1,233.2 | 122.9 | 653.7 | 646.3 | 7.4 | 2,489.2 | 2,306.0 | 183.3 |
| Missouri (2 districts)..... | 17,224.0 | 13,141.1 | 4,082.9 | 7,617.9 | 7,089.5 | 528.4 | 34,245.8 | 25,586.2 | 8,659.6 |
| Montana..... | 1,147.9 | 953.2 | 194.7 | 526.9 | 504.5 | 22.4 | 2,245.3 | 1,785.4 | 459.9 |
| Nebraska..... | 3,185.2 | 2,412.2 | 773.0 | 1,455.2 | 1,323.5 | 131.7 | 6,304.0 | 4,591.1 | 1,712.8 |
| Nevada..... | 697.6 | 586.0 | 111.5 | 194.5 | 177.7 | 16.8 | 1,301.8 | 1,050.3 | 251.5 |
| New Hampshire..... | 1,489.1 | 1,349.4 | 139.6 | 784.0 | 759.0 | 25.0 | 2,904.4 | 2,674.7 | 229.7 |
| New Jersey (2 districts)..... | 20,841.7 | 18,508.2 | 2,333.6 | 10,161.3 | 9,586.6 | 574.7 | 38,585.4 | 34,569.8 | 4,015.5 |
| New Mexico..... | 591.5 | 547.4 | 44.1 | 280.4 | 277.2 | 3.3 | 1,087.2 | 1,021.1 | 66.1 |
| New York (6 districts)..... | 136,414.3 | 109,763.0 | 26,651.3 | 66,100.9 | 57,014.8 | 9,086.1 | 258,986.0 | 209,993.9 | 48,992.1 |
| North Carolina..... | 6,590.4 | 5,856.8 | 742.6 | 3,134.1 | 3,003.5 | 130.6 | 12,383.0 | 11,141.5 | 1,241.6 |
| North Dakota..... | 508.9 | 445.6 | 63.3 | 264.2 | 254.8 | 9.4 | 1,049.4 | 866.9 | 182.5 |
| Ohio (4 districts)..... | 39,975.0 | 35,265.0 | 4,710.0 | 16,981.0 | 16,036.9 | 944.1 | 73,571.5 | 65,664.0 | 7,907.5 |
| Oklahoma..... | 5,643.6 | 5,049.0 | 594.5 | 2,691.9 | 2,576.4 | 115.4 | 10,492.7 | 9,409.2 | 1,083.5 |
| Oregon..... | 3,697.6 | 3,304.2 | 393.3 | 1,844.9 | 1,794.4 | 50.6 | 6,945.1 | 6,292.6 | 652.4 |
| Pennsylvania (3 districts)..... | 57,629.1 | 51,119.7 | 6,509.4 | 25,172.5 | 23,723.4 | 1,449.0 | 106,256.8 | 95,250.4 | 11,006.4 |
| Rhode Island..... | 3,871.4 | 3,838.2 | 33.2 | 1,696.2 | 1,662.4 | 33.8 | 7,290.5 | 6,975.1 | 315.4 |
| South Carolina..... | 2,760.9 | 2,574.4 | 186.5 | 1,250.7 | 1,195.2 | 55.5 | 5,058.2 | 4,702.9 | 355.3 |
| South Dakota..... | 550.9 | 542.3 | 8.6 | 280.7 | 279.6 | 1.1 | 1,049.9 | 1,014.7 | 35.2 |
| Tennessee..... | 5,219.6 | 4,552.8 | 666.8 | 2,423.7 | 2,359.6 | 64.1 | 9,746.8 | 8,682.8 | 1,063.9 |
| Texas (2 districts)..... | 13,830.5 | 12,370.5 | 1,460.0 | 6,833.3 | 6,277.9 | 555.4 | 25,542.5 | 22,921.3 | 2,621.2 |
| Utah..... | 1,362.7 | 1,230.4 | 132.3 | 631.1 | 623.6 | 7.4 | 2,536.8 | 2,316.9 | 219.8 |
| Vermont..... | 955.3 | 849.7 | 105.7 | 460.9 | 443.8 | 17.1 | 1,801.4 | 1,631.1 | 170.3 |
| Virginia..... | 5,461.6 | 4,753.9 | 707.8 | 2,715.3 | 2,606.7 | 108.6 | 10,326.9 | 9,114.9 | 1,211.9 |
| Washington (including Alaska)..... | 7,354.6 | 6,015.3 | 1,339.3 | 3,306.5 | 3,144.9 | 161.7 | 14,517.7 | 11,265.7 | 3,252.0 |
| West Virginia..... | 5,107.5 | 4,583.6 | 523.9 | 2,257.6 | 2,157.1 | 100.5 | 9,415.0 | 8,570.7 | 844.2 |
| Wisconsin..... | 11,874.3 | 10,730.6 | 1,143.7 | 5,683.3 | 5,494.6 | 188.7 | 22,334.5 | 20,492.5 | 1,842.1 |
| Wyoming..... | 563.9 | 474.9 | 89.1 | 261.6 | 253.1 | 8.5 | 1,119.0 | 903.9 | 215.1 |

¹ These data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore are slightly different from the tax figures shown in table 4, which are based on Daily Treasury Statements. The amounts listed in this table represent collections made in the internal revenue collection districts in the respective States and covered into the U. S. Treasury. An amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

² "Taxes with respect to employment." Effective Jan. 1, 1937, based on wages for employment as defined in sec. 811 of the Social Security Act, payable by both employer and employee.

³ "Tax on employers of 8 or more." Effective Jan. 1, 1936, based on wages for employment as defined in sec. 907 of the Social Security Act, payable by employers only. The sums here recorded represent taxes paid after deduction of credits for amounts paid into State unemployment funds. During part of the period to which these figures apply, employers were not able to claim these credits in some States whose unemployment compensation laws had not yet been certified by the Social Security Board.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

RULE B. If the total number of hours of service performed by all employees of the employer on the particular job or project is more than 200, the term "casual labor" does not include the service (irrespective of its duration) of any such employee. Whether or not it promotes or advances the employer's trade or business, all of such service, including that performed during the first 200 hours, constitutes "employment," and is taxable under Title VIII.

Tax receipts under title IX during November amounted to \$7 million. This sum represents mainly the third installment of taxes payable with respect to employment during the calendar year 1937. The rate of the tax on 1937 employment under title IX was 2 percent. Against this tax may be credited under certain specified circumstances amounts paid under State unemployment compensation laws. Since all States now have approved unemployment compensation laws in operation, employers in all States are able to take advantage of this credit.

Expenditures

Expenditures under the Social Security Act through November 30, on a checks-paid basis, together with the appropriations against which they are drawn, are shown in table 7. During November, administrative expenses of the Board amounted to \$1.7 million, grants to States by the Social Security Board to \$25.8 million, and all other grants to States, exclusive of grants for vocational rehabilitation, \$800,000. Table 8 shows, as of November 30, the amounts of Federal grants to each State under all grants-in-aid titles of the Social Security Act except that relating to services for vocational rehabilitation; this table is on the basis of checks issued by the Treasury Department to the appropriate State agencies. The amounts of grants certified by the Social Security Board for public assistance, and those for unemployment compensation administration and employment services are shown in tables 9 and 10.

Table 7.—Federal appropriations and expenditures under the Social Security Act for the fiscal year 1937-38, and for the fiscal year 1938-39 as of Nov. 30, 1938¹

| Item | Fiscal year 1937-38 | | Fiscal year 1938-39 | |
|---|-----------------------------|--|-----------------------------|--|
| | Appropriations ² | Expenditures to June 30, 1938 ³ | Appropriations ² | Expenditures to Nov. 30, 1938 ⁴ |
| ADMINISTRATIVE EXPENSES | | | | |
| Social Security Board: Salaries and expenses, and wage records..... | \$10,500,000.00 | \$19,613,584.38 | \$22,300,000.00 | \$8,941,107.09 |
| Department of Commerce (Bureau of the Census): Salaries and expenses..... | 25,000.00 | 8,513.70 | 80,000.00 | 23,898.74 |
| Department of Labor (Children's Bureau): Salaries and expenses..... | 306,000.00 | 336,379.18 | 320,000.00 | 131,796.02 |
| Total, administrative expenses..... | 10,831,000.00 | 19,958,477.26 | 22,700,000.00 | 9,096,738.48 |
| GRANTS TO STATES | | | | |
| Social Security Board: | | | | |
| Old-age assistance..... | ⁴ 166,500,000.00 | 182,198,734.35 | 214,000,000.00 | 96,117,225.21 |
| Unemployment compensation administration..... | ⁴ 22,500,000.00 | ⁴ 41,910,919.49 | 40,000,000.00 | ⁴ 30,283,185.04 |
| Aid to dependent children..... | ⁴ 24,900,000.00 | 25,498,282.01 | 45,000,000.00 | 14,080,825.07 |
| Aid to the blind..... | ⁴ 5,200,000.00 | 5,161,249.06 | 8,000,000.00 | 2,426,864.66 |
| Total, Social Security Board..... | 219,100,000.00 | 254,769,184.91 | 307,000,000.00 | 142,908,100.98 |
| Department of Labor (Children's Bureau): | | | | |
| Maternal and child-health services..... | 3,700,000.00 | 3,775,545.57 | 3,700,000.00 | 1,705,896.06 |
| Services for crippled children..... | 2,800,000.00 | 2,691,940.82 | 2,800,000.00 | 1,437,884.39 |
| Child-welfare services..... | 1,475,000.00 | 1,365,749.56 | 1,500,000.00 | 728,153.63 |
| Total, Department of Labor..... | 7,975,000.00 | 7,833,235.95 | 8,000,000.00 | 3,871,934.30 |
| Treasury Department (Public Health Service): Public-health work..... | 8,000,000.00 | 8,892,079.88 | 8,000,000.00 | 3,501,898.72 |
| Total, grants to States..... | 235,075,000.00 | 271,494,500.74 | 323,000,000.00 | 150,281,933.90 |
| Old-age reserve account (general fund) ⁵ | 500,000,000.00 | 387,000,000.00 | 360,000,000.00 | 173,000,000.00 |
| Grand total..... | 745,906,000.00 | 678,452,978.00 | 705,700,000.00 | 332,378,692.38 |

¹ This table follows the form used by the Treasury Department in reporting appropriations and expenditures pursuant to the provisions of the Social Security Act. Certain funds appropriated pursuant to the act are not included here, because they are not segregated from other funds appropriated for the same purposes. This is true of funds for vocational rehabilitation, for which there was appropriated \$1,800,000 for each of the fiscal years 1937-38 and 1938-39 for grants to the States, and \$95,000 for 1937-38 and \$104,630 for 1938-39 for administration. The U. S. Public Health Service received appropriations of \$1,600,000 for both 1937-38 and 1938-39 for research and administration, in addition to the sums for grants to the States shown in this table.

² Excludes unexpended balance of appropriations for previous fiscal year.

³ On a checks-paid basis.

⁴ After transfer of funds to old-age assistance from appropriations for aid to dependent children and aid to the blind.

⁵ Includes additional appropriation of \$3.5 million approved May 25, 1938.

⁶ Includes grants certified by the Social Security Board for payments to States for employment service administration to meet the requirements of the unemployment compensation program.

⁷ For a statement of the reserve fund status as of Nov. 30, 1938 (showing payments made and interest credited), see table 1.

Source: U. S. Treasury Department: Appropriations from the Office of the Commissioner of Accounts and Deposits, expenditures from the Daily Treasury Statement.

Table 8.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal year 1937-38 and in the fiscal year 1938-39 to Nov. 30, 1938¹

[In thousands of dollars]

| State | Fiscal year 1937-38, total grants | Fiscal year 1938-39 to Nov. 30, 1938 | | | | | | | | |
|--------------------------------------|--|--------------------------------------|----------------------------|--------------------------------------|------------------------|---|---|---|--|-----------------------------|
| | | Total grants | Social Security Board | | | | Department of Labor | | | Treasury Depart- ment |
| | | | Old-age assist- ance | Aid to depend- ent children | Aid to the blind | Unemploy- ment com- pensation adminis- tration ¹ | Maternal and child- health services ² | Services for crippled children ² | Child- welfare services ² | |
| Total, all partici-ating States..... | \$274,956.9 | \$141,753.8 | \$88,308.4 | \$13,774.4 | \$2,291.9 | \$38,048.2 | \$1,704.3 | \$1,421.7 | \$731.0 | \$3,474.0 |
| Alabama..... | 2,599.9 | 1,269.8 | 465.6 | 178.3 | 13.9 | 379.6 | 53.2 | 38.9 | 23.2 | 117.0 |
| Alaska..... | 252.8 | 133.8 | 78.0 | (⁴) | (⁴) | 19.8 | 13.8 | 2.4 | 1.9 | 17.9 |
| Arizona..... | 1,417.3 | 911.7 | 516.2 | 130.2 | 21.1 | 156.4 | 35.9 | 12.1 | 12.4 | 27.4 |
| Arkansas..... | 1,804.9 | 738.4 | 313.9 | 61.5 | 9.9 | 205.8 | 32.7 | 56.1 | 15.5 | 43.0 |
| California..... | 25,545.7 | 12,386.2 | 9,293.2 | 723.3 | 460.4 | 1,666.6 | 40.4 | 54.9 | 13.6 | 133.8 |
| Colorado..... | 6,494.2 | 3,251.9 | 2,695.1 | 256.9 | 53.0 | 184.8 | 15.3 | 16.4 | 9.3 | 21.1 |
| Connecticut..... | 3,845.4 | 1,843.5 | 1,020.6 | (⁴) | 7.0 | 732.2 | 26.2 | 3.6 | 7.3 | 46.5 |
| Delaware..... | 496.3 | 257.6 | 65.7 | 28.3 | (⁴) | 119.2 | 19.2 | 4.1 | 6.1 | 15.0 |
| District of Columbia..... | 1,188.6 | 591.8 | 205.8 | 84.2 | 14.4 | 221.4 | 17.2 | 12.4 | 8.2 | 28.2 |
| Florida..... | 2,918.4 | 1,642.4 | 1,149.8 | 75.1 | 67.5 | 232.6 | 21.2 | 20.1 | 11.3 | 64.8 |
| Georgia..... | 2,340.6 | 1,749.1 | 902.4 | 213.3 | 36.4 | 345.1 | 67.8 | 39.6 | 27.3 | 117.2 |
| Hawaii..... | 498.8 | 286.6 | 74.7 | 76.7 | 0 | 73.3 | 15.5 | 11.9 | 5.4 | 29.1 |
| Idaho..... | 1,687.3 | 978.6 | 571.6 | 137.4 | 19.4 | 189.8 | 18.0 | 7.6 | 6.3 | 28.5 |
| Illinois..... | 14,977.1 | 6,866.9 | 6,068.7 | (⁴) | (⁴) | 437.2 | 71.8 | 122.0 | 20.3 | 146.8 |
| Indiana..... | 8,072.2 | 4,265.4 | 2,330.3 | 755.0 | 119.4 | 874.4 | 31.0 | 40.6 | 25.6 | 89.2 |
| Iowa..... | 5,697.0 | 3,574.5 | 3,051.9 | (⁴) | 79.8 | 303.6 | 21.2 | 18.1 | 20.3 | 79.5 |
| Kansas..... | 2,192.8 | 2,009.2 | 1,312.4 | 261.1 | 49.0 | 253.4 | 34.7 | 26.6 | 13.2 | 58.8 |
| Kentucky..... | 2,844.2 | 1,414.8 | 1,002.7 | (⁴) | (⁴) | 207.2 | 37.9 | 42.5 | 20.0 | 104.4 |
| Louisiana..... | 3,289.2 | 1,971.1 | 808.4 | 484.8 | 27.4 | 431.8 | 47.2 | (⁴) | 21.0 | 60.5 |
| Maine..... | 1,452.7 | 1,284.3 | 768.6 | 98.4 | 91.6 | 251.2 | 14.1 | 12.7 | 11.3 | 36.3 |
| Maryland..... | 3,943.2 | 1,873.5 | 792.4 | 437.2 | 33.1 | 481.6 | 32.9 | 24.8 | 12.8 | 86.7 |
| Massachusetts..... | 15,083.4 | 8,709.3 | 6,051.9 | 678.7 | 72.6 | 1,729.3 | 36.1 | 31.7 | 3.1 | 105.9 |
| Michigan..... | 10,128.7 | 6,918.0 | 4,077.0 | 620.6 | 34.9 | 1,961.9 | 33.0 | 61.7 | 8.9 | 120.1 |
| Minnesota..... | 10,578.8 | 4,768.4 | 3,409.1 | 351.5 | 51.2 | 788.3 | 32.0 | 33.9 | 16.6 | 85.7 |
| Mississippi..... | 1,060.1 | 764.6 | 436.1 | (⁴) | 2.5 | 170.4 | 37.2 | 14.2 | 12.8 | 91.4 |
| Missouri..... | 7,000.6 | 4,332.4 | 3,305.9 | 390.1 | (⁴) | 467.2 | 53.5 | 39.0 | 21.7 | 54.9 |
| Montana..... | 1,840.6 | 1,073.9 | 801.5 | 133.1 | 0 | 56.4 | 18.5 | 22.3 | 10.5 | 31.7 |
| Nebraska..... | 2,877.2 | 1,798.5 | 1,311.3 | 244.8 | 33.4 | 157.5 | 10.6 | 21.8 | 14.7 | 4.5 |
| Nevada..... | 438.2 | 257.7 | 147.7 | (⁴) | (⁴) | 81.6 | 14.2 | .6 | 5.6 | 8.0 |
| New Hampshire..... | 1,100.8 | 547.9 | 278.5 | 25.5 | 17.0 | 188.9 | 13.7 | 4.8 | 3.5 | 16.0 |
| New Jersey..... | 4,685.2 | 3,463.0 | 1,442.0 | 694.4 | 42.0 | 1,111.8 | 35.9 | 25.5 | 11.7 | 99.8 |
| New Mexico..... | 729.1 | 364.4 | 113.3 | 56.7 | 7.2 | 104.3 | 32.0 | 10.6 | 4.5 | 35.7 |
| New York..... | 26,117.0 | 14,975.1 | 7,270.3 | 2,072.2 | 135.3 | 5,116.4 | 81.3 | 58.6 | 23.2 | 217.8 |
| North Carolina..... | 3,295.4 | 2,138.8 | 928.8 | 282.9 | 81.4 | 580.9 | 60.6 | 47.5 | 23.4 | 133.4 |
| North Dakota..... | 1,088.4 | 627.9 | 432.3 | 64.9 | 1.8 | 84.7 | 15.2 | 18.6 | 10.6 | 0 |
| Ohio..... | 18,575.8 | 4,546.5 | 2,684.0 | 647.4 | 200.5 | 730.1 | 44.2 | 55.3 | 32.1 | 182.9 |
| Oklahoma..... | 5,788.9 | 4,039.1 | 2,930.3 | 449.9 | 103.1 | 373.7 | 45.5 | 41.8 | 30.2 | 64.6 |
| Oregon..... | 3,201.8 | 1,651.8 | 1,068.5 | 110.5 | 33.0 | 363.7 | 25.9 | 6.8 | 11.2 | 32.1 |
| Pennsylvania..... | 24,139.6 | 10,060.4 | 4,790.8 | 1,133.6 | (⁴) | 3,743.9 | 85.5 | 61.3 | 32.9 | 212.4 |
| Rhode Island..... | 1,633.6 | 877.1 | 361.4 | 80.4 | (⁴) | 379.1 | 11.3 | 7.8 | 6.1 | 31.0 |
| South Carolina..... | 1,729.8 | 1,370.2 | 692.5 | 174.2 | 29.4 | 264.9 | 52.6 | 35.7 | 17.1 | 104.0 |
| South Dakota..... | 1,541.4 | 1,215.5 | 1,072.4 | (⁴) | 10.7 | 63.3 | 19.3 | 11.0 | 9.5 | 29.3 |
| Tennessee..... | 3,080.9 | 1,603.6 | 641.7 | 284.5 | 41.9 | 465.6 | 38.4 | 17.0 | 18.9 | 95.6 |
| Texas..... | 12,841.6 | 5,340.2 | 4,070.8 | (⁴) | (⁴) | 946.5 | 83.7 | 66.4 | 32.7 | 140.2 |
| Utah..... | 2,570.6 | 1,345.5 | 935.7 | 163.1 | 17.4 | 160.6 | 22.0 | 10.1 | 6.5 | 30.0 |
| Vermont..... | 874.2 | 384.4 | 188.7 | 16.5 | 7.4 | 113.8 | 19.3 | 9.2 | 8.2 | 21.3 |
| Virginia..... | 1,179.6 | 895.7 | 204.1 | 31.2 | 29.8 | 435.2 | 46.5 | 42.0 | 20.2 | 86.7 |
| Washington..... | 6,573.2 | 2,771.0 | 2,006.6 | 248.0 | 75.7 | 345.7 | 18.2 | 29.5 | 9.0 | 38.3 |
| West Virginia..... | 3,594.3 | 1,717.7 | 691.1 | 260.9 | 34.7 | 627.4 | 15.2 | 23.0 | 14.3 | 51.0 |
| Wisconsin..... | 7,296.2 | 3,592.3 | 2,219.8 | 525.7 | 114.3 | 501.7 | 29.2 | 43.2 | 19.1 | 49.3 |
| Wyoming..... | 663.2 | 301.9 | 166.5 | 31.6 | 11.5 | 76.2 | 6.1 | 3.4 | (⁴) | 6.7 |

¹ Checks issued by the Treasury Department during the given periods for Federal grants to States under the Social Security Act, not including Federal funds for vocational rehabilitation under title V, pt. 4, which are merged with other Federal funds provided for this purpose. For any given period, amounts reported in this table will differ from those reported in tables 9 and 10 showing amounts certified by the Social Security Board to the Secretary of the Treasury for payments to the States, since sums certified by the Board are attributed to the quarter for which they were provided. The Board may certify amounts to be granted for the current period of operation, for future periods, or for prior periods in which programs approved by the Board were in effect. Payments, therefore, are not necessarily made within the period for which the funds are certified.

² Includes grants certified by the Social Security Board for payment to States for employment service administration to meet the requirements of the unemployment compensation program; as of Nov. 30, 1938, such grants had been made to 49 States in which benefits were payable or were soon to become payable.

³ Administered by the U. S. Children's Bureau.

⁴ Administered by the U. S. Public Health Service.

⁵ No plan approved by the Social Security Board.

⁶ No plan approved by the Chief of the U. S. Children's Bureau.

Source: Amounts of grants computed from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

Table 9.—Federal grants to States for public assistance: Advances authorized and certified¹ by the Social Security Board to the Secretary of the Treasury for the first, second, and third quarters of the fiscal year 1938-39, as of Dec. 31, 1938²

[In thousands of dollars]

| State | Advances authorized and certified by the Social Security Board as of Dec. 31, 1938, for direct assistance and administration of public assistance | | | | | | | | | | | |
|---------------------------|---|---------------------------|------------------|--|---------------------------|------------------|--|---------------------------|------------------|---|---------------------------|------------------|
| | Advances certified for first quarter of fiscal year 1938-39 | | | Advances certified for second quarter of fiscal year 1938-39 | | | Advances authorized for third quarter of fiscal year 1938-39 | | | Advances certified for third quarter of fiscal year 1938-39 | | |
| | Old-age assistance | Aid to dependent children | Aid to the blind | Old-age assistance | Aid to dependent children | Aid to the blind | Old-age assistance | Aid to dependent children | Aid to the blind | Old-age assistance | Aid to dependent children | Aid to the blind |
| Total..... | \$51,060.6 | \$7,432.4 | \$1,229.7 | \$48,666.2 | \$7,265.0 | \$1,252.8 | \$36,868.1 | \$4,906.5 | \$955.1 | \$11,620.3 | \$1,180.5 | \$283.1 |
| Alabama..... | 338.3 | 105.8 | 8.5 | 253.1 | 90.6 | 6.4 | 230.4 | 115.3 | 6.6 | 17.9 | 27.6 | 0 |
| Alaska..... | 45.4 | (³) | (³) | 32.6 | (³) | (³) | 37.5 | (³) | (³) | 4.1 | (³) | (³) |
| Arizona..... | 237.8 | 53.8 | 9.9 | 278.4 | 78.4 | 11.2 | 277.7 | 82.2 | 9.6 | 86.6 | 31.6 | 2.6 |
| Arkansas..... | 274.9 | 49.0 | 9.6 | 39.0 | 12.5 | 2 | 59.7 | 13.7 | 1.2 | 59.7 | 13.7 | 1.7 |
| California..... | 5,384.5 | 396.3 | 270.6 | 5,487.6 | 434.7 | 273.6 | 5,714.7 | 422.5 | 288.5 | 1,705.5 | 107.0 | 89.4 |
| Colorado..... | 1,373.1 | 121.7 | 27.1 | 1,322.0 | 135.1 | 25.9 | 1,503.9 | 0 | 0 | 479.1 | 0 | 0 |
| Connecticut..... | 593.6 | (³) | 1.0 | 630.8 | (³) | 6.0 | 635.8 | (³) | 4.7 | 219.9 | (³) | 1.2 |
| Delaware..... | 47.2 | 15.5 | (³) | 34.2 | 17.3 | (³) | 43.5 | 16.5 | (³) | 12.0 | 5.1 | (³) |
| District of Columbia..... | 122.6 | 35.3 | 7.6 | 119.0 | 44.5 | 8.7 | 116.9 | 32.5 | 9.3 | 32.6 | 1.5 | 3.0 |
| Florida..... | 617.6 | 31.1 | 20.2 | 703.4 | 44.0 | 47.3 | 868.3 | 25.4 | 50.3 | 292.2 | 0 | 11.8 |
| Georgia..... | 454.6 | 110.9 | 20.3 | 524.5 | 128.0 | 21.3 | 345.7 | 86.1 | 19.2 | 0 | .8 | 3.0 |
| Hawaii..... | 37.3 | 42.3 | 0 | 37.4 | 34.4 | 0 | 24.6 | 23.8 | 0 | 0 | .8 | 0 |
| Idaho..... | 285.6 | 65.9 | 10.0 | 286.1 | 71.5 | 9.4 | 0 | 0 | 0 | 0 | 0 | 0 |
| Illinois..... | 3,568.2 | (³) | (³) | 3,651.1 | (³) | (³) | 3,669.7 | (³) | (³) | 1,190.3 | (³) | (³) |
| Indiana..... | 1,233.6 | 415.3 | 66.1 | 1,482.9 | 454.0 | 68.1 | 1,489.5 | 440.5 | 74.4 | 391.7 | 114.0 | 22.8 |
| Iowa..... | 1,526.0 | (³) | 39.5 | 1,532.4 | (³) | 40.4 | 0 | (³) | 0 | 0 | (³) | 0 |
| Kansas..... | 688.7 | 153.6 | 23.6 | 623.7 | 107.5 | 25.4 | 672.0 | 128.0 | 32.5 | 188.0 | 22.3 | 8.0 |
| Kentucky..... | 573.5 | (³) | (³) | 597.1 | (³) | (³) | 576.4 | (³) | (³) | 167.0 | (³) | (³) |
| Louisiana..... | 418.4 | 232.1 | 11.9 | 480.0 | 252.7 | 15.5 | 0 | 0 | 0 | 0 | 0 | 0 |
| Maine..... | 384.8 | 49.7 | 47.5 | 403.8 | 48.8 | 44.2 | 378.9 | 48.5 | 41.8 | 123.7 | 15.9 | 11.7 |
| Maryland..... | 462.7 | 263.6 | 18.3 | 486.6 | 264.1 | 19.1 | 482.9 | 260.9 | 20.7 | 156.7 | 84.2 | 6.1 |
| Massachusetts..... | 2,091.7 | 330.8 | 35.3 | 3,069.8 | 347.9 | 37.3 | 3,253.7 | 371.4 | 39.4 | 1,040.6 | 120.5 | 12.8 |
| Michigan..... | 2,007.9 | 277.3 | 17.4 | 2,069.1 | 343.3 | 17.5 | 1,905.1 | 444.7 | 18.8 | 659.7 | 126.4 | 6.4 |
| Minnesota..... | 1,963.6 | 169.6 | 19.7 | 2,075.6 | 206.9 | 33.2 | 2,109.3 | 197.1 | 28.8 | 714.8 | 49.5 | 8.4 |
| Mississippi..... | 216.1 | (³) | (³) | 220.1 | (³) | 2.5 | 149.3 | (³) | 6.2 | 1.7 | (³) | 2.1 |
| Missouri..... | 1,726.8 | 169.2 | (³) | 1,849.0 | 220.9 | (³) | 0 | 0 | (³) | 0 | 0 | (³) |
| Montana..... | 413.1 | 63.6 | 0 | 389.2 | 69.5 | 0 | 400.5 | 63.2 | .9 | 128.2 | 18.9 | 0 |
| Nebraska..... | 642.8 | 117.8 | 14.8 | 669.6 | 127.0 | 18.6 | 739.6 | 147.7 | 21.1 | 247.9 | 52.6 | 7.7 |
| Nevada..... | 74.0 | (³) | (³) | 86.1 | (³) | (³) | 93.1 | (³) | (³) | 25.5 | (³) | (³) |
| New Hampshire..... | 139.2 | 12.4 | 7.7 | 141.2 | 13.1 | 9.3 | 138.9 | 13.7 | 9.7 | 41.0 | 4.7 | 2.7 |
| New Jersey..... | 725.0 | 355.4 | 20.7 | 741.8 | 339.0 | 21.3 | 842.5 | 334.1 | 20.3 | 267.1 | 94.7 | 8.7 |
| New Mexico..... | 73.4 | 35.0 | 4.8 | 63.9 | 32.5 | 3.9 | 0 | 0 | 0 | 0 | 0 | 0 |
| New York..... | 3,549.0 | 1,262.7 | 65.6 | 3,731.8 | 809.5 | 69.7 | 3,829.1 | 891.8 | 90.1 | 1,232.7 | 86.2 | 23.2 |
| North Carolina..... | 452.7 | 144.0 | 41.6 | 476.0 | 138.9 | 39.8 | 457.1 | 127.3 | 47.6 | 130.3 | 33.8 | 15.9 |
| North Dakota..... | 206.5 | 15.6 | 0 | 226.6 | 49.3 | 1.7 | 0 | 0 | 3.0 | 0 | 0 | .3 |
| Ohio..... | 4,416.2 | 396.3 | 115.8 | 2,719.7 | 368.3 | 117.5 | 0 | 0 | 0 | 0 | 0 | 0 |
| Oklahoma..... | 1,286.6 | 187.0 | 48.7 | 388.8 | 65.6 | 24.3 | 418.6 | 35.8 | 12.9 | 418.6 | 35.8 | 12.9 |
| Oregon..... | 618.7 | 52.4 | 20.2 | 610.4 | 61.7 | 17.1 | 630.7 | 54.0 | 15.2 | 150.5 | .3 | .6 |
| Pennsylvania..... | 3,068.8 | 675.0 | (³) | 2,577.1 | 758.7 | (³) | 0 | 0 | (³) | 0 | 0 | (³) |
| Rhode Island..... | 181.9 | 38.9 | (³) | 181.8 | 41.5 | (³) | 188.5 | 41.0 | (³) | 64.2 | 11.3 | (³) |
| South Carolina..... | 436.1 | 97.3 | 20.6 | 256.3 | 76.9 | 8.7 | 139.4 | 40.9 | 5.0 | 0 | 0 | 0 |
| South Dakota..... | 528.6 | (³) | 3.7 | 545.4 | (³) | 7.0 | 525.4 | (³) | 7.5 | 189.4 | (³) | 2.7 |
| Tennessee..... | 564.0 | 201.3 | 32.2 | 475.0 | 210.7 | 34.9 | 448.6 | 190.8 | 38.0 | 141.0 | 55.2 | 15.8 |
| Texas..... | 2,412.6 | (³) | (³) | 2,424.4 | (³) | (³) | 2,470.6 | (³) | (³) | 794.8 | (³) | (³) |
| Utah..... | 435.1 | 87.4 | 9.6 | 400.6 | 75.7 | 7.8 | 401.4 | 82.1 | 7.3 | 98.1 | 23.4 | 1.0 |
| Vermont..... | 131.1 | 6.9 | 3.8 | 107.2 | 9.7 | 3.6 | 116.0 | 0 | 0 | 31.4 | 0 | 0 |
| Virginia..... | 26.2 | 4.2 | 11.0 | 178.0 | 26.9 | 18.8 | 0 | 0 | 0 | 0 | 0 | 0 |
| Washington..... | 1,299.1 | 154.1 | 48.6 | 1,151.9 | 160.8 | 43.2 | 0 | 0 | 0 | 0 | 0 | 0 |
| West Virginia..... | 409.3 | 137.9 | 20.7 | 395.2 | 157.6 | 19.6 | 382.6 | 155.5 | 18.7 | 88.6 | 37.2 | 4.2 |
| Wisconsin..... | 1,217.9 | 288.5 | 68.1 | 1,346.3 | 319.3 | 66.9 | 0 | 0 | 0 | 0 | 0 | 0 |
| Wyoming..... | 93.2 | 17.9 | 7.4 | 95.6 | 17.7 | 5.9 | 100.0 | 19.5 | 5.8 | 27.2 | 5.5 | .8 |

¹ Advances from Federal funds certified as of the given date by the Social Security Board for a specified quarter for direct assistance and administration of the specified types of public assistance under the Social Security Act. This table is not comparable to the tables showing the amount of obligations incurred for payments to recipients, which include payments from Federal, State, and local funds but do not include administrative expense.

² See *Social Security Bulletin*, Vol. 1, No. 12 (December 1938), p. 75, for advances certified for public assistance for the fiscal year 1937-38.

³ No plan approved by the Social Security Board for the period covered in this column.

Source: Social Security Board, Bureau of Accounts and Audits.

Table 10.—Federal grants to States for administration of unemployment compensation laws and State employment services: ¹ Advances authorized and certified ² by the Social Security Board to the Secretary of the Treasury for the fiscal year 1937-38 and for the first and second quarters of the fiscal year 1938-39

[In thousands of dollars]

| State | Advances authorized and certified by the Social Security Board as of Dec. 31, 1938, for— | | | | | | | | |
|---------------------------|--|------------------------------------|-------------------------------------|--|------------------------------------|-------------------------------------|-----------------------------------|------------------------------------|-------------------------------------|
| | Administration of unemployment compensation and employment services | | | Unemployment compensation administration | | | Employment service administration | | |
| | Total, fiscal year 1937-38 | First quarter, fiscal year 1938-39 | Second quarter, fiscal year 1938-39 | Total, fiscal year 1937-38 | First quarter, fiscal year 1938-39 | Second quarter, fiscal year 1938-39 | Total, fiscal year 1937-38 | First quarter, fiscal year 1938-39 | Second quarter, fiscal year 1938-39 |
| Total..... | \$42,255.9 | \$14,826.7 | \$15,761.3 | \$27,878.1 | \$9,843.4 | \$10,446.4 | \$14,377.8 | \$4,983.3 | \$5,314.9 |
| Alabama..... | 713.6 | 192.3 | 178.1 | 473.6 | 129.8 | 125.9 | 240.0 | 62.5 | 62.2 |
| Alaska..... | 31.0 | 8.6 | 11.2 | 31.0 | 6.2 | 7.9 | — | 2.4 | 3.3 |
| Arizona..... | 303.2 | 93.8 | 62.6 | 202.1 | 66.0 | 40.7 | 101.1 | 27.8 | 21.9 |
| Arkansas..... | 171.2 | 92.6 | 113.3 | 171.2 | 51.3 | 77.0 | — | 41.3 | 35.4 |
| California..... | 3,488.8 | 875.4 | 854.1 | 2,479.4 | 791.7 | 779.1 | 979.4 | 83.7 | 75.0 |
| Colorado..... | 100.9 | 44.0 | 140.8 | 100.9 | 29.8 | 84.0 | — | 14.2 | 56.8 |
| Connecticut..... | 1,217.0 | 425.3 | 304.7 | 834.7 | 335.9 | 253.5 | 382.3 | 89.4 | 51.2 |
| Delaware..... | 138.4 | 53.0 | 66.2 | 138.4 | 33.8 | 42.3 | — | 19.2 | 23.9 |
| District of Columbia..... | 366.9 | 105.1 | 116.3 | 270.7 | 69.4 | 70.9 | 96.2 | 35.7 | 45.4 |
| Florida..... | 191.9 | 60.2 | 172.4 | 191.9 | 60.2 | 93.6 | — | — | 78.8 |
| Georgia..... | 225.8 | 145.3 | 199.7 | 225.8 | 51.1 | 104.9 | — | 94.2 | 94.8 |
| Hawaii..... | 98.8 | 27.8 | 45.6 | 98.8 | 27.8 | 40.1 | — | — | 5.5 |
| Idaho..... | 126.4 | 87.4 | 52.6 | 126.4 | 64.0 | 40.8 | — | 23.4 | 11.8 |
| Illinois..... | 362.4 | 197.1 | 240.1 | 362.4 | 197.1 | 240.1 | — | — | — |
| Indiana..... | 1,666.7 | 534.3 | 365.1 | 1,078.9 | 372.8 | 264.1 | 487.8 | 161.5 | 101.0 |
| Iowa..... | 294.6 | 193.0 | 161.2 | 209.9 | 136.1 | 110.6 | 84.7 | 56.9 | 60.6 |
| Kansas..... | 131.2 | 97.8 | 155.7 | 131.2 | 54.0 | 104.6 | — | 43.8 | 51.1 |
| Kentucky..... | 223.0 | 112.2 | 156.5 | 223.0 | 80.1 | 111.2 | — | 32.1 | 45.3 |
| Louisiana..... | 655.0 | 224.3 | 207.5 | 411.7 | 150.3 | 134.0 | 243.3 | 74.0 | 73.5 |
| Maine..... | 494.4 | 140.3 | 110.9 | 319.4 | 106.9 | 81.0 | 175.0 | 33.4 | 29.9 |
| Maryland..... | 813.2 | 260.9 | 220.7 | 541.9 | 199.9 | 151.0 | 271.3 | 61.0 | 69.7 |
| Massachusetts..... | 2,717.7 | 841.1 | 888.2 | 1,897.4 | 641.7 | 664.7 | 820.3 | 199.4 | 223.5 |
| Michigan..... | 1,261.5 | 1,130.2 | 831.6 | 744.8 | 711.1 | 549.0 | 516.7 | 419.1 | 282.6 |
| Minnesota..... | 1,090.5 | 380.5 | 400.4 | 668.1 | 263.5 | 281.3 | 422.4 | 117.0 | 119.1 |
| Mississippi..... | 289.5 | 94.8 | 77.5 | 189.0 | 64.2 | 56.2 | 100.5 | 30.6 | 21.3 |
| Missouri..... | 251.2 | 238.9 | 320.7 | 251.2 | 148.1 | 189.3 | — | 90.8 | 131.4 |
| Montana..... | 108.8 | 29.7 | 26.7 | 108.8 | 29.7 | 26.7 | — | — | — |
| Nebraska..... | 88.3 | 66.2 | 91.3 | 88.3 | 37.7 | 45.5 | — | 28.5 | 45.8 |
| Nevada..... | 109.9 | 33.7 | 48.0 | 109.9 | 20.6 | 27.6 | — | 13.1 | 20.4 |
| New Hampshire..... | 390.9 | 100.0 | 88.9 | 260.0 | 71.7 | 62.1 | 121.9 | 28.3 | 26.8 |
| New Jersey..... | 521.1 | 394.5 | 717.2 | 521.1 | 225.5 | 475.8 | — | 169.0 | 241.4 |
| New Mexico..... | 48.9 | 45.8 | 58.6 | 48.9 | 24.0 | 32.7 | — | 21.8 | 25.9 |
| New York..... | 6,994.9 | 2,552.7 | 2,563.7 | 3,658.5 | 1,439.9 | 1,418.7 | 3,336.4 | 1,112.8 | 1,145.0 |
| North Carolina..... | 1,120.1 | 309.4 | 293.3 | 740.8 | 250.5 | 220.3 | 379.3 | 58.9 | 73.0 |
| North Dakota..... | 106.4 | 36.2 | 48.5 | 106.4 | 19.2 | 23.1 | — | 17.0 | 25.4 |
| Ohio..... | 482.4 | 239.1 | 744.2 | 482.4 | 239.1 | 553.8 | — | — | 190.4 |
| Oklahoma..... | 203.7 | 146.8 | 226.9 | 203.7 | 67.3 | 136.3 | — | 79.5 | 90.6 |
| Oregon..... | 698.7 | 186.9 | 176.8 | 542.9 | 137.3 | 145.1 | 155.8 | 49.6 | 31.7 |
| Pennsylvania..... | 6,890.1 | 1,859.7 | 1,939.9 | 4,210.8 | 992.9 | 1,142.8 | 2,679.3 | 866.8 | 797.1 |
| Rhode Island..... | 730.3 | 190.6 | 188.6 | 592.6 | 167.1 | 155.6 | 137.7 | 23.5 | 33.0 |
| South Carolina..... | 344.0 | 142.7 | 105.6 | 269.4 | 106.8 | 73.6 | 74.6 | 35.9 | 32.0 |
| South Dakota..... | 58.9 | 21.2 | 42.0 | 58.9 | 21.2 | 26.1 | — | — | 15.9 |
| Tennessee..... | 605.0 | 236.1 | 229.6 | 344.1 | 141.2 | 131.3 | 200.9 | 94.9 | 98.3 |
| Texas..... | 1,925.7 | 428.9 | 517.6 | 750.6 | 229.0 | 254.7 | 1,175.1 | 199.9 | 262.9 |
| Utah..... | 254.6 | 84.9 | 75.8 | 183.5 | 63.1 | 53.5 | 71.1 | 21.8 | 22.3 |
| Vermont..... | 246.3 | 69.2 | 44.6 | 164.8 | 51.7 | 29.1 | 81.5 | 17.5 | 15.5 |
| Virginia..... | 724.1 | 222.7 | 212.4 | 496.1 | 169.5 | 146.6 | 228.0 | 53.2 | 65.8 |
| Washington..... | 142.5 | 117.5 | 228.1 | 142.5 | 52.3 | 116.7 | — | 65.2 | 111.4 |
| West Virginia..... | 882.2 | 318.9 | 308.5 | 588.4 | 236.3 | 235.5 | 293.8 | 82.6 | 73.0 |
| Wisconsin..... | 1,194.8 | 302.6 | 289.1 | 733.4 | 186.1 | 187.9 | 461.4 | 116.5 | 101.2 |
| Wyoming..... | 88.5 | 34.5 | 41.7 | 88.5 | 20.9 | 26.6 | — | 13.6 | 15.1 |

¹ Advances certified by the Social Security Board for State employment service administration to meet the requirements of the unemployment compensation program; this table does not include Federal grants by the U. S. Employment Service under the Wagner-Peyser Act or State or local appropriations to the employment service.

² Advances are certified by the Social Security Board to the Secretary of the Treasury for a specified quarter of operation, which is not necessarily the period in which the certification is made. All grants for the first and second quarters of the fiscal year 1938-39 have been certified. None of the grants

authorized in December for the third and fourth quarters of the fiscal year 1938-39 were certified in December, with the exception of grants for unemployment compensation administration for New Hampshire and Wyoming and grants for employment service administration for New Hampshire and Vermont. The February Bulletin will show data for the third and fourth quarters of the fiscal year 1938-39.

Source: Social Security Board, Bureau of Accounts and Audits.

General Economic Conditions

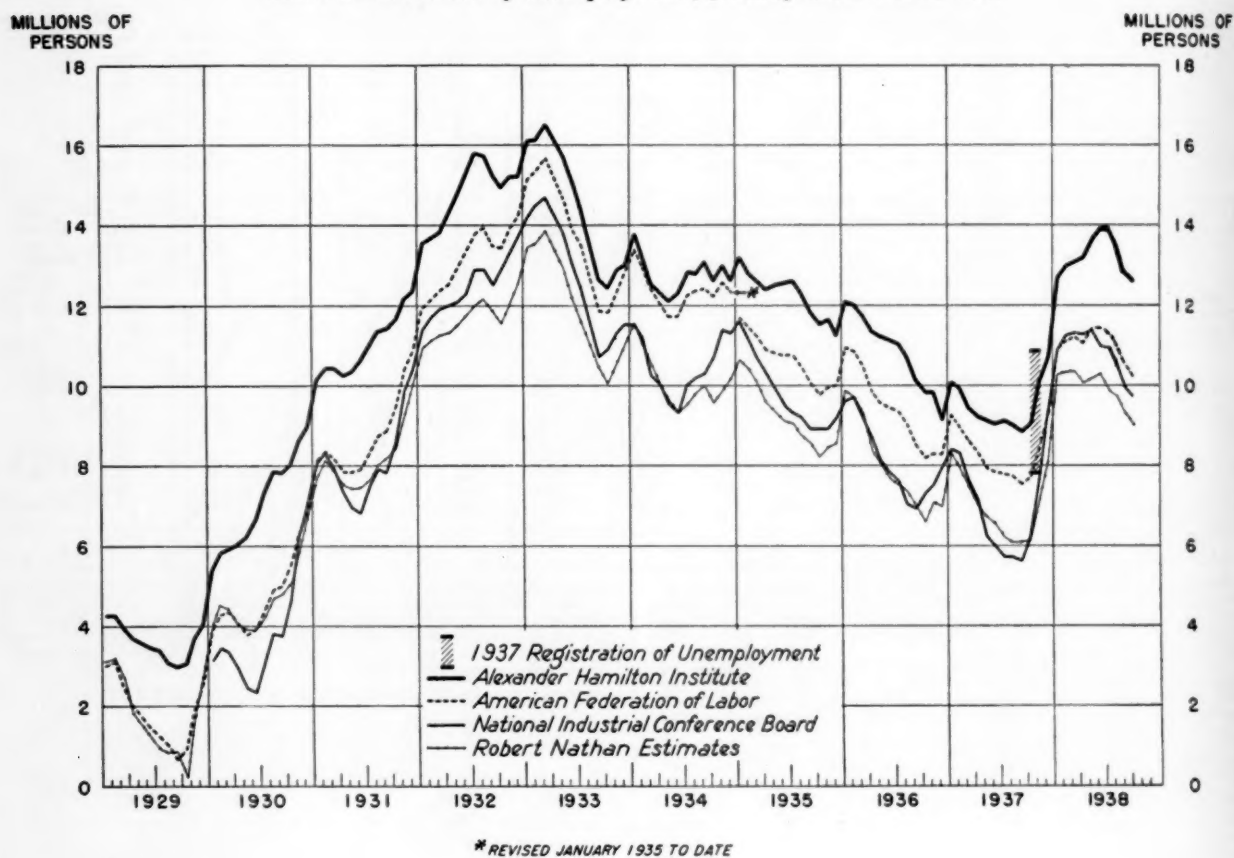
During the month of November, many of the indexes of business conditions continued the rises which began in June and July, whereas others sagged slightly in reaction to the sharp rises of the preceding 5 months. For October all four of the preliminary estimates of the volume of unemployment again indicated a definite decrease in the number unemployed. The Federal Reserve Board index of factory employment, adjusted for seasonal variation, rose from 87.5 in October to 90.1 in November; the Bureau of Labor Statistics index of factory pay rolls, unadjusted for seasonal variation, advanced from 83.9 to 84.1 in the same month. Employment increased in both the durable and nondurable-goods industries, while pay rolls increased in the durable-goods industries only. In the durable-goods industries, the greatest increase took place in the automobile industry, while among the nondurable-goods group the food-products and rubber industries showed the most noticeable improvement. The Department of

Commerce adjusted indexes of national income paid out and of compensation of employees showed slight increases during the same period.

The Federal Reserve Board index of industrial production, adjusted for seasonal variation, continued its advances of the past 6 months, rising from 96 in October to 103 in November. This is the first time since October 1937 that this index has reached 100, the average monthly production of the years 1923-25. Again, both manufacturing and mining contributed to the rise, the former advancing from 95 to 103 and the latter from 99 to 102. A substantial rise in steel production and increases in the production of automobiles, textiles, newsprint, and tobacco products actuated the rise in the index of manufacturing. In the week of November 19, steel production reached 62.6 percent of capacity, the highest level since October 1937. This rise, however, was aided by the seasonal advance in steel production normally experienced at this time of the year.

The Federal Reserve Board index of the value

Chart I.—Estimates of unemployment, January 1929–October 1938



of construction contracts awarded, adjusted for seasonal variation, advanced from 82 in October to 89 in November. This index, a 3-month moving average, does not reflect month-to-month changes as they occur. Dollar figures for October, as reported by the F. W. Dodge Corporation for "37 Eastern States," indicate a less than seasonal decline in the valuation of both residential and nonresidential construction contracts awarded in November, as compared with October. November was the fourth consecutive month in

which the dollar value of total contracts was over \$300 million.

The Bureau of Labor Statistics index of wholesale prices again declined fractionally from 77.6 in October to 77.5 in November. The Bureau of Labor Statistics index of retail prices of food declined from 78.1 in October to 77.8 in November; the daily average of Moody's spot commodity price index also declined. In the last half of November, both the bond and stock markets lost the gains made in the first part of the month.

RECENT PUBLICATIONS IN THE FIELD OF SOCIAL SECURITY

GENERAL

ALLEN, LEO. "Good, But Not Good Enough." *Social Work Today*, New York, Vol. 6, No. 2 (November 1938), pp. 17-19.

The author discusses the coverage provided by the Social Security Act, with special reference to inclusion of social workers.

AMIDON, BEULAH. "Old Age Reserve." *Survey Monthly*, New York, Vol. 74, No. 9 (September 1938), pp. 283-285.

This article reviews and evaluates criticisms of the present method of financing old-age insurance. The author then states the assumptions behind the existing system as follows: "1. It is to be a pay-as-you-go scheme. (Carelessly used, this phrase means that in-payments equal out-payments in any one year. But in a realistic sense, a pay-as-you-go scheme must make provision, as does the Old Age Reserve, not only for immediate charges but for specific future obligations); 2. Payments are to be on a sliding scale, based on the amount and duration of contributions; 3. Total wage and payroll taxes are never to increase above 6 percent; that is, the plan is to pay for itself—there is to be no subsidy from general tax funds." Three alternative plans to the reserve account are outlined. Miss Amidon says: "It would seem advisable to make any desired changes in minimum benefit payments and coverage before modifying the reserve plan."

CORSON, JOHN J. "Survivors' Benefits." *Survey Monthly*, New York, Vol. 74, No. 12 (December 1938), pp. 371-372.

After suggesting that it is feasible to pay larger old-age insurance benefits in the early years and to begin the payments before 1942, Mr. Corson presents the case for survivors' benefits. He reports that 35 percent of the lump-sum settlements to date have been paid because of the death of the wage earner. According to an analysis of 2,000 death payments, two-thirds of the decedents left children, of whom at least 45 percent were dependent.

The author finds that the public now pays the ultimate cost of the dependency which follows premature death of the wage earner and states that the question "is not whether old-age insurance should provide benefits to survivors, but what form the payment might best take and what its purpose should be." Adoption of periodic rather than lump-sum payments is regarded as "a logical step forward in the evolution of social insurance in the United States."

COYLE, DAVID CUSHMAN. *Roads to a New America*. Boston: Little, Brown, 1938. 390 pp.

Mr. Coyle's social and economic philosophy is brought within the covers of a single book and applied to a wide variety of topics, including public health, unemployment, public works, the national budget, and old-age pensions. Respecting the last, the author recommends payment of a \$30 monthly pension to everyone over 60, the plan to be financed by a graduated income tax. He says: "Because of its universal application, the old age pension offers probably our most important opportunity to obtain a far-reaching improvement of our economic balance with the least possible amount of detailed planning."

DAVISON, RONALD C., and others. *Proposals for the Extension of Old Age Pensions and National Health Insurance*. London: P. S. King, 1938. 19 pp.

This pamphlet contains proposals for an old-age pension of 20 shillings instead of 10; the extension of medical benefits to the dependents of insured persons; provision for pensions of 10s. to wives at age 60 instead of 65; and pensions of 15s. per week, instead of 10s., to unmarried women reaching age 65. Higher contribution rates are suggested to finance the added benefits. In at least two points a closer approach to the American Social Security Act is proposed: The authors advocate the payment of old-age pensions only on retirement and recommend a reserve fund of about one billion dollars as a "more thrifty policy" for old-age insurance. The present British lack of a reserve is said to put the chief financial burden "onto a future generation." The authors are Mr. Davison, Major A. G. Church, N. H. Moller, Lady Frances Stewart, and Sir John V. Worthington.

DUFFUS, R. L. *Lillian Wald; Neighbor and Crusader*. New York: Macmillan, 1938. 371 pp.

This biography of Miss Wald emphasizes the personality of one who has been described as "social worker, nurse and publicist, founder of Henry Street Settlement and of the visiting nurse system which bears its name, and originator of the Federal Children's Bureau and of the municipal school nurse." The book contains numerous quotations from her notes, letters, and conversation.

HAZELL, WALTER. *Pensions: You and Your Family*. London: Jordan and Sons, 1938. 46 pp.

This booklet briefly describes the British system for voluntary contributors who wish to take advantage of the contributory pensions scheme. It is primarily addressed to those who may benefit by the legislation of 1937, which provides that men with incomes up to £400 per year, and women with incomes up to £250 per year, may secure pension rights by electing to pay contributions. The appendix contains the questions to be answered by the applicant.

LEET, GLEN. "Amendment Season for Social Security." *Survey Midmonthly*, New York, Vol. 74, No. 12 (December 1938), pp. 373-375.

This is a systematic summary of proposals regarded by Mr. Leet as likely to be put forward in Congress to amend the Social Security Act. Particular attention is paid to changes in aid to dependent children, simplifying unemployment compensation, and liberalizing old-age insurance.

MURRAY, RAYMOND W., and FLYNN, FRANK T. *Social Problems*. New York: Crofts, 1938. 612 pp.

This work is a general college text written from the Catholic standpoint. The provisions of the Social Security Act are systematically outlined in the sections on poverty and on child welfare. The validity of the insurance principle for both unemployment and old age is emphasized by the authors, and the value of the act in extending public assistance is also noted. Some statistical data are given, as of early 1938.

PACE, THOMAS L. "Chilean Social Laws—IV." *American Federationist*, Washington, Vol. 45, No. 12 (December 1938), pp. 1314-1324.

In this installment the author describes the Chilean compulsory insurance system for wage earners and outlines the "provident fund" scheme which creates old-age, disability, and unemployment benefits for salaried employees. Brief descriptions are also given of the social insurance programs for public employees and journalists. (The first part of this study was printed in the *American Federationist* for September and was reviewed in the October Bulletin.)

TAYLOR, ALBION GUILFORD. *Labor Problems and Labor Law*. New York: Prentice-Hall, 1938. 663 pp.

Three chapters in this textbook are of special interest to the student of social security measures. They deal with unemployment; social insurance legislation, particularly workmen's compensation; and Federal social security

legislation. The last includes comparative material on old-age insurance, public assistance, and unemployment insurance. The provisions of the Social Security Act are fully outlined. The work as a whole deals with the labor movement and its issues and problems.

U. S. ADVISORY COUNCIL ON SOCIAL SECURITY. *Final Report . . . December 10, 1938*. [Princeton, N. J.: Princeton University Press], 1938. 54 pp. (Also available as: U. S. Congress, 76th Cong., 1st sess., S. Rept. 4. Washington, 1939. 29 pp.)

The Advisory Council, with Professor J. Douglas Brown as chairman, was appointed by the Senate Special Committee on Social Security and the Social Security Board in May 1937 to study the advisability of amending titles II and VIII of the Social Security Act, relating to old-age insurance. Its final report contains a summary of the recommendations, an introduction, and recommendations and conclusions classified under the following heads: (1) The improvement in the structure and scope of benefits; (2) the expansion of the system to cover a larger proportion of the population; and (3) the best method of financing the program and of handling the necessary funds.

Washington News Letter on Social Legislation. 1733 19th Street NW., Washington, January 5, 1939.

The first issue of this biweekly News Letter is devoted almost entirely to notes on possible modifications in social security legislation likely to be considered by the first session of the 76th Congress. The News Letter, which is edited by Glen Leet, offers to provide subscribers with information concerning Federal legislation pertinent to relief, national health, unemployment compensation, public assistance, old-age insurance, and related fields.

HEALTH AND MEDICAL CARE

"American Medical Association Study of Medical Care; Seven Nebraska Counties." *Journal of the American Medical Association*, Chicago, Vol. 111, No. 23 (December 3, 1938), pp. 2123-2126.

This report gives economic and medical-care data for seven rural counties in different parts of Nebraska. The number of physicians and hospitals is noted, with statistical and other information on the present care of needy persons. The information was supplied by physicians and medical societies. Comments and recommendations are cited.

BOAS, ERNST. "The Unseen Plague of Chronic Sickness." *Survey Midmonthly*, New York, Vol. 74, No. 12 (December 1938), pp. 376-378.

Dr. Boas describes the chronic disease problem in New York City, in connection with the new public hospital being erected for the care of such cases. Specific suggestions are made to improve present methods of care, and emphasis is placed on "purposeful planning" to integrate the various attacks on this cause of dependency. The author is chairman of the Committee on Chronic Illness of the New York City Welfare Council.

HARD, WILLIAM. "Medicine and Monopoly." *Survey Graphic*, New York, Vol. 17, No. 12 (December 1938), pp. 606-609, 631-632, 634-635.

Mr. Hard's article describes the Group Health Association of the District of Columbia, notes the attitude and policies of the District of Columbia Medical Society toward the association, and mentions the proposed plan of the medical society for a somewhat similar prepayment plan of medical care. He states: "The Medical Society, right along with the Group Health Association, is now in the deep forest of group action and of equalizing action; and the Medical Society can only hope that with its vastly larger medical resources it can find and blaze a better path toward the future."

NATIONAL INDUSTRIAL CONFERENCE BOARD. *Health Insurance Plans. A—Mutual Benefit Associations*. New York: The Board, 1938. 34 pp. (Studies in Personnel Policy No. 9.)

This pamphlet summarizes information received in the spring of 1938 from 279 mutual benefit associations in companies employing 921,000 persons. Particular emphasis is placed upon the performance of the associations during the depression years. The provisions of the various associations are analyzed, and there are sections on administration, place in the personnel program, and relation to group insurance. Appendixes present in tabular form the principal provisions of representative plans and list selected companies having mutual benefit associations. The report is signed by F. Beatrice Brower of the management research division. A second report will deal with group health insurance and company noncontributory disability-benefit plans for wage earners.

ORR, DOUGLASS W. and JEAN WALKER. *Health Insurance With Medical Care; The British Experience*. New York: Macmillan, 1938. 271 pp.

Dr. and Mrs. Orr, the latter a social worker trained in interviewing, visited England on an exchange fellowship for the purpose of studying British provisions for medical care, and particularly the health insurance system. Their book is an informal treatment of the various resources available to the Englishman for obtaining such care. The authors interviewed insured persons, doctors, and many persons not directly concerned with any aspect of national health insurance. The picture emerging is that of a solidly established system of health care and cash benefits, approved by both doctors and the public, supplemented by a variety of public, private, regional, and national programs. Hospital charity and prepayment plans, friendly society voluntary schemes, public assistance, community health resources, the Public Health Service, maternity and child-welfare programs, school medical care, and the doctor-sponsored Public Medical Service are only some of the measures supplementing British national health insurance. A chapter discusses implications for this country of the English experience. There is a foreword by David Lloyd George and an introduction by Helen Hall of the National Federation of Settlements.

PUBLIC WELFARE AND RELIEF

ABBOTT, EDITH. "Poor Law Provision for Family Responsibility." *Social Service Review*, Chicago, Vol. 12, No. 4 (December 1938), pp. 598-618.

The author finds, on the basis of existing practices and court decisions, that the "family responsibility" provisions in the "poor laws" of many States fail to preserve and strengthen family bonds and cost the taxpayer more in litigation and prosecution than they yield in support of the poor relatives. Attention is called to the difficulty of defining "sufficient ability" to contribute to a relative's support. Miss Abbott shows that relatives of the indigent or needy persons are usually too poor themselves to help without sacrificing necessities of their immediate family circles. The origin and legal history of the principle of family responsibility is traced from Elizabethan to modern times.

AMERICAN PUBLIC WELFARE ASSOCIATION. *Interstate Correspondence Procedures*. Prepared by the Committee on Interstate Correspondence. Chicago: The Association, December 1, 1938. 70 pp. Processed.

The major portion of this compilation gives, by States, the agencies administering public welfare, the programs for which they provide correspondence service, and the procedures followed in inquiries. The introduction contains a number of recommendations, including one for the centralization in each State of all incoming and outgoing correspondence. A bibliography is included as a "reliable guide to interstate correspondents."

BRECKENRIDGE, SOPHONISBA P. *Public Welfare Administration in the United States; Select Documents*. 2d ed. Chicago: University of Chicago Press, 1938. 1229 pp. (University of Chicago Social Service Series.)

This comprehensive source book for the study of public welfare administration first appeared in 1927. The material is chronologically arranged, "to set out the general course of development so far as it can be observed." In the preface to the second edition, the author writes: "It is impossible for the student to focus his attention on the State activities without an understanding of the Federal program. And while the purpose of this volume is not to deal in any comprehensive way with the question of the Security Board either in its Assistance or its Insurance aspects, it is necessary to present sufficient material for the student to realize the extent to which the State activity since 1935 has been a response to the Federal invitation." Several readings on social security have accordingly been incorporated in the final section, covering the period 1927-1938.

CALIFORNIA CONFERENCE OF SOCIAL WORK. *Census of Social Workers in California, 1938*. Conducted by the Board of Examiners, Department of Registration and Certification, California Conference of Social Work, under the direction of Alma Holzschuh. San Francisco: The Conference, 1938. 15 pp.

The California census of social workers was taken in the spring of 1938, and 4,260 questionnaires—held to represent at least 90 percent complete coverage—were returned. The published findings include type of agency, education, field of social work, salary, and length of employment on salary in social work.

"Case Record: Fannie, Margaret, and Ruth Bauer. The Record of Three Sisters Receiving Old Age Assistance in the Same Household." *Social Service Review*, Chicago, Vol. 12, No. 4 (December 1938), pp. 651-685.

The editor's note states: "Because of the scarcity of available public welfare records illustrating case situations of persons cared for by Old Age Assistance, the *Social Service Review* has obtained permission * * * to make this record available to its readers. The record was originally edited (including changes of personal and place names) in November 1937, and was mimeographed for distribution by the Old Age Assistance Administration of Allegheny County, Pennsylvania."

EGAN, D. W. *Old Age Assistance in Tennessee*. Tennessee State Planning Commission, September 1938. 135 pp. Processed.

Tennessee adopted an old-age assistance law in February 1937, with pensions payable after July 31 of that year. The present study analyzes a year's experience in detail, as the basis for a sound policy in the continuance of the program. Statistics are compared with those of other States, and there is a full discussion of financing in Tennessee.

FOX, WILLIAM. "Will the Public Support a Merit System? A Pennsylvania Experiment." *Public Opinion Quarterly*, Princeton, N. J., Vol. 3, No. 1 (January 1939), pp. 117-123.

This article describes the method of citizen participation adopted by the Employment Board of the Pennsylvania Department of Public Assistance in filling positions for the Department. After written examinations had eliminated most of the applicants, the Board secured 756 volunteers throughout the State to administer the oral tests. Mr. Fox brings out some favorable results of the experiment.

GLASSBERG, BENJAMIN, and GREGORY, ALEXANDER J. *How Long Are Clients on Relief?* Chicago: American Public Welfare Association, December 1938. 34 pp. Processed.

The principal information in this booklet is derived from recent Milwaukee surveys of persons receiving relief. The percentage of persons aided during 4 out of a possible 6 years was 46.4, according to a survey of 1,634 cases that were active on January 1, 1937. Related information, such as age, employment status, recurrency of relief, and reasons for application, is presented. The emphasis is primarily factual, "in the hope that, when the facts are sufficiently established, a proper program can then be developed."

HABER, WILLIAM. "Relief: A Permanent Program." *Survey Graphic*, New York, Vol. 17, No. 12 (December 1938), pp. 591-594.

Reasons for the failure of the relief load to respond to business conditions are analyzed by means of estimates based on statistical data. Professor Haber concludes that 75 percent of the 4,400,000 persons who were receiving public assistance in September 1937 "represent a permanent or at least a long time public relief problem." He discusses past financing and affirms that, "when the depression lifts, revision of present methods of cost sharing will surely be in order." Extension of the grant-in-aid method of the Social Security Act to cases of general assistance is advocated. In noting old-age insurance and unemployment compensation, the author finds that these social insurance measures are not closely linked to the present problem of dependency.

HURLIN, RALPH G. *Statistics in the Administration of a Public Welfare Program*. Chicago, Washington: Joint Committee on Relief Statistics of the American Public Welfare Association and the American Statistical Association, November 1938. 11 pp. (Papers on Relief Statistics, No. 5.)

This paper, presented at the National Conference of Social Work at Seattle, June 1938, and preprinted from the proceedings of that conference, discusses the development of welfare statistics, the administrative need for statistics at Federal, State, and local levels, and the real function of statistics in welfare administration.

HURLIN, RALPH G. *Statistics of Family Casework Operations 1937*. New York: Russell Sage Foundation, 1938. 31 pp.

"This bulletin summarizes statistics of casework operations during the year 1937 reported monthly to the Department of Statistics of the Russell Sage Foundation by a selected group of private family welfare agencies." The reporting group comprised 59 agencies, and the list is said to include "all the large private family casework agencies in the United States and Canada and some of intermediate size." The data include count of applications, different cases served during the year, amount of relief, and related material.

JACOBS, ARTHUR. *Studying the Effect of Unemployment Compensation on Relief*. Chicago, Washington: Joint Committee on Relief Statistics of the American Public Welfare Association and the American Statistical Association, December 1938. 12 pp. (Papers on Relief Statistics, No. 6.)

This paper discusses fields of study, sources of information available to relief agencies on benefit status of applicants, and the collection of information through current reports. In addition, several suggestions are made for research studies of the impact of unemployment compensation on relief.

LOWRY, FERN. "Current Concepts in Social Case-Work Practice." *Social Service Review*, Chicago, Vol. 12, No. 4 (December 1938), pp. 571-597.

This second article in a series by Miss Lowry is a discussion of the case-work process and its methods and purposes. Special attention is also paid to factors that affect the need situation and the social worker's efficiency.

The 3 case-work processes, namely, investigation, diagnosis, and treatment, are discussed at length. (The first article in this series appeared in the *Social Service Review* for September and was reviewed in the November Bulletin.)

REED, ELLERY F. *The Need of Case Work in a Public Relief Agency*. Chicago: American Public Welfare Association, December 1938. 10 pp. Processed.

The principal bases for the justification of case work in public relief are given by Mr. Reed as (1) public economy, (2) protection of the community, and (3) humanity. These points are briefly expanded, and some of the leading arguments against case work are answered.

STEVENSON, MARIETTA, and others. *Public Welfare Administration*. New York: Macmillan, 1938. 352 pp.

Miss Stevenson's work, written for the American Public Welfare Association, is a concise handbook and text designed for staff conferences and in-service training programs, as well as for classroom purposes. The introduction by Fred K. Hoehler, director of the American Public Welfare Association, notes that the work "is offered by the American Public Welfare Association so that students of public welfare, both in school or on the job, may have a design for public welfare administration, based on the best experience known to date, as well as upon accepted principles of general public administration." The volume includes data on Federal, State, and local administration. The part played by the Social Security Act, both as a permanent expression of Federal responsibility and as a stimulus to modernization of older theory and practices, is frequently noted. Chapters deal with administration, management, organization, personnel, Federal-State relations, finance, and research and statistics. The appendixes give State data on income, public-welfare surveys, types of welfare agencies, legislation and administration under the Social Security Act, and agencies cooperating with the Children's Bureau; and data on county public-welfare agencies. A bibliography is included.

STRODE, JOSEPHINE. "The County Worker's Job; Publicity by Way of the Barn Door." *Survey Midmonthly*, New York, Vol. 74, No. 11 (November 1938), pp. 345-347.

This article, the second of a series by Miss Strode on "the process and problems of social work" in rural areas, is based on material contributed by workers in 39 western Kansas counties. It was written originally by Miss Strode for presentation to the Social Work Publicity Council at the Seattle meeting of the National Conference of Social Work. (The first article of this series was published in the *Survey Midmonthly* for October and was reviewed in the November Bulletin. The third article in the series is reviewed below.)

STRODE, JOSEPHINE. "The County Worker's Job; Learning from the Job." *Survey Midmonthly*, New York, Vol. 74, No. 12 (December 1938), pp. 380-381.

This is the third of a series of articles by Miss Strode on rural social case work. It presents a number of situations to illustrate the theme that, "in spite of many limitations in the way of formal educational resources, rural social workers have rich opportunities to learn."

UNEMPLOYMENT AND UNEMPLOYMENT COMPENSATION

BRODERICK, JOHN R. "Wall Street Aids Its Unemployed." *Barron's*, New York, Vol. 18, No. 50 (December 12, 1938), p. 9.

The work of the New York Stock Exchange Committee of Replacement—the Boylan Committee—in the New York financial district is described. The Committee is working to place former Wall Street employees in other occupations and to rehabilitate and restore the morale of the unemployed.

DENNISON, HENRY S.; FILENE, LINCOLN; FLANDERS, RALPH E.; and LEEDS, MORRIS E. *Toward Full Employment*. New York, London: McGraw-Hill, 1938. 297 pp.

Four leading industrialists here expound their program for a national policy to prevent extremes of economic and social instability. The emphasis throughout is upon the attainment of maximum employment. Part I considers a flexible budget. "It is argued that whenever there is a deficiency of employment in private industry, local, State, and Federal governments can and should make expenditures which will result in employment that will be socially useful." Part II deals with the financial basis of business stability and employment, including bank credit, production and consumption, monetary control, and government spending. Part III studies the requirements of an integrated tax system and pays special attention to the effect of taxes upon maximum employment. Appendixes supply factual data and suggestions relating to the topic discussed in the body of the work.

DENOOD, NEAL B. *Jobs or the Dole?* 2d ed. Chicago: University of Chicago Press, 1938. 53 pp.

The second edition of this pamphlet brings the statistical examples up to date. The booklet is one of a series prepared under a grant from the General Education Board and is "designed to meet the needs of school classes, adult-education courses, and workers' groups for readable materials in the social sciences." A brief bibliography is included.

KUCZYNSKI, JÜRGEN. *Hunger and Work; Statistical Studies*. London: Lawrence & Wishart, 1938. 132 pp.

The author undertakes to prove that 10,000,000 persons in Great Britain, workers and their families, are receiving less than the minimum standard formulated by B. S. Rowntree as necessary for physical efficiency. This minimum standard was 53 shillings (\$13.25) weekly in 1936, for a family of 5. Using similarly estimated standards for women and agricultural workers, Mr. Kuczynski publishes earnings in the various occupations, notes part-time data, and offers estimates of the numbers receiving less than the cost-of-living minimum. Analysis of British labor conditions is offered by years from 1931 to 1937, inclusive.

MATSCHECK, WALTER, and ATKINSON, RAYMOND C. *A Simplified Benefit Procedure for Unemployment Com-*

pensation. Washington: Committee on Social Security of the Social Science Research Council, November 1938. 50 pp. Processed.

"This memorandum has been prepared as a contribution to the study of methods of simplifying and clarifying the operation of the unemployment compensation system. It presents in considerable detail a benefit procedure which, in the judgment of the authors, would make the system considerably easier to understand and simpler and less costly to administer than it has been." A forthcoming report by the authors on the same subject will be published by the Public Administration Service.

U. S. WORKS PROGRESS ADMINISTRATION. NATIONAL RESEARCH PROJECT ON REEMPLOYMENT OPPORTUNITIES AND RECENT CHANGES IN INDUSTRIAL TECHNIQUES.

Employment and Unemployment in Philadelphia in 1936 and 1937. Part II: May 1937. By Margaret W. Bell and Gladys L. Palmer. Philadelphia, October 1938. 91 pp. (Report No. P-3, Part II.)

This is one of the Philadelphia Labor Market Studies and was carried out in cooperation with the Industrial Research Department of the Wharton School of Finance and Commerce of the University of Pennsylvania. It presents the results of a survey of employment and unemployment made in Philadelphia in May 1937. Data are given on 46,000 households, including 175,000 persons. The principal schedules relate to household composition, incidence of unemployment, and the characteristics of the unemployed. The appendix contains detailed tables of the data more briefly presented in the text.

STATE STATISTICAL BULLETINS IN THE FIELD OF PUBLIC ASSISTANCE

The following statistical bulletins issued by State public-welfare agencies are received currently by the Social Security Board, Bureau of Research and Statistics, Division of Public Assistance Research. Publications issued by informational-service units are also included if a section of the publication is devoted to the presentation of statistical material. The information given for each bulletin is based upon a review of the latest available issue. Wherever the phrase "the three special types of public assistance" is used, it refers to old-age assistance, aid to dependent children, and aid to the blind.

ALABAMA. STATE DEPARTMENT OF PUBLIC WELFARE. *Statistics.* Montgomery. Monthly. Processed.

This publication includes data on the three special types of public assistance and on general relief (assistance to the mentally and physically handicapped, and temporary aid) and services. Information is also presented on the distribution of surplus commodities, care of children who are wards of the Department, child-welfare services, and institutional care (almshouses and institutions for the care of children). A summary contains data on the WPA, NYA, CCC, and FSA, and on unemployment benefits.

ARKANSAS. DEPARTMENT OF PUBLIC WELFARE. *Arkansas Public Welfare Review.* Little Rock. Monthly. Processed. Prepared by the Division of Research and Statistics.

Contains statistical data on general relief, the three special types of public assistance, the CCC, and surplus-commodities distribution. Special articles are also included.

CALIFORNIA. STATE DEPARTMENT OF SOCIAL WELFARE. *Public Assistance in California.* Sacramento. Monthly. Processed. Prepared by the Division of Research and Statistics.

This bulletin presents data on general relief ("county indigent aid") and the three special types of public assistance, as well as data on general relief and the care of transient and homeless men administered by the State Relief Administration.

CALIFORNIA. STATE RELIEF ADMINISTRATION. *Monthly Report.* San Francisco. Monthly. Processed.

This is a statistical review of the relief program of the agency, including general relief, relief to transients, and the

care of resident and transient men in camps. Data on administrative costs are presented. There is a summary of the three special types of public assistance and of general relief from "county indigent aid" funds. Information also is given concerning the CCC, the distribution of surplus commodities, the self-help program, and certain specified services of the agency.

COLORADO. STATE DEPARTMENT OF PUBLIC WELFARE. *Colorado State Department of Public Welfare.* Denver. Quarterly. Printed.

A bulletin of news and interpretation, with special statistical articles and data on the three special types of public assistance, general relief, surplus commodities, and the CCC.

CONNECTICUT. OFFICE OF THE COMMISSIONER OF WELFARE. BUREAU OF OLD-AGE ASSISTANCE. *Blind Assistance Statistics for Month of * * *. Old-Age Assistance Statistics for Month of * * *.* Hartford. Monthly. Processed.

Summary statistical reports in these fields.

CONNECTICUT. OFFICE OF THE COMMISSIONER OF WELFARE. EMERGENCY RELIEF DIVISION. *Public Welfare Statistics.* Hartford. Quarterly. Processed.

Presents detailed information on general relief. Data are given for old-age assistance, surplus commodities, child welfare, CCC, WPA, NYA, and widows' aid. A statistical "general summary" covers these types of aid and contains data on institutional care (including the care of children) and aid to the blind.

DISTRICT OF COLUMBIA. BOARD OF PUBLIC WELFARE. PUBLIC ASSISTANCE DIVISION. *Public Assistance Sta-*

istics. Washington. Monthly. Processed. (Formerly *Monthly Report on Public Relief Statistics*.)

This bulletin includes data on the three special types of public assistance and on general relief, surplus commodities, relief and services to nonresidents, and homes for children and the aged.

FLORIDA. STATE WELFARE BOARD. *Public Assistance Statistics*. Jacksonville. Monthly. Processed. Prepared by the Department of Research and Statistics. (Formerly *Summary of Activities and Administrative Cost*.)

Data are given on the three special types of public assistance, as well as on surplus commodities, the CCC, and specified services to individuals and other agencies. Information on administrative costs is also included.

GEORGIA. STATE DEPARTMENT OF PUBLIC WELFARE. *Public Welfare Statistics*. Atlanta. Monthly. Processed. Prepared by the Statistical Division. (Formerly *Public Assistance Statistics*.)

This is a statistical review of the three special types of public assistance and of general relief, surplus commodities, and certification services to the WPA, NYA, and CCC. Data on child-welfare services, crippled children's services, and institutional care of children are also included.

IDAHO. DEPARTMENT OF PUBLIC ASSISTANCE. *Public Assistance Statistics*. Boise. Monthly. Processed.

Includes data on the three special types of public assistance and on general relief and surplus commodities.

ILLINOIS. EMERGENCY RELIEF COMMISSION. *Monthly Bulletin on Relief Statistics*. Chicago. Monthly. Processed. Prepared by the Division of Statistics and Allocations.

Data concerning general relief, surplus commodities, old-age assistance, the Federal Works Program, and the CCC are included.

INDIANA. STATE DEPARTMENT OF PUBLIC WELFARE. *Old-Age Assistance. Aid to Dependent Children. Blind Assistance. Child Welfare Services. Crippled Children*. Indianapolis. Monthly. Processed. (Formerly *Statistical Summary of Public Assistance Under Welfare Act of 1936*.)

Series of monthly statistical tables on the three special types of public assistance and on child-welfare services and services to crippled children.

INDIANA. STATE DEPARTMENT OF PUBLIC WELFARE. *Quarterly Statistical Survey*. Indianapolis. Quarterly. Processed. Prepared by the Statistical Section. (Formerly issued monthly as the *Statistical Survey of Public Assistance*.)

Presents statistical data on the three special types of public assistance, as well as on child-welfare services, crippled children's services, State institutions, county infirmaries, general relief, and surplus-commodities distribution. Data on the WPA program, unemployment compensation, general business activity, and employment are also included, as well as special studies.

INDIANA. GOVERNOR'S COMMISSION ON UNEMPLOYMENT RELIEF. *Township Relief. Works Progress Administration*. Indianapolis. Monthly. Processed.

Series of statistical tables on general relief and WPA employment.

IOWA. STATE BOARD OF SOCIAL WELFARE. *Monthly Statistical Report of the Division of Old-Age Assistance. Monthly Statistical Report of the Subdivision of Aid to the Blind. Monthly Statistical Report of Child Welfare Services*. Des Moines. Monthly. Processed.

Summary statistical reports on old-age assistance, aid to the blind, and child-welfare services.

IOWA. EMERGENCY RELIEF ADMINISTRATION. *Iowa Emergency Relief Administration [Month] Report*. Des Moines. Monthly. Processed. Prepared by the Department of Finance and Statistics.

This publication presents data on general relief, surplus commodities, and CCC selection. A summary includes information on old-age assistance, aid to the blind, and the Federal Works Program.

KANSAS. STATE BOARD OF SOCIAL WELFARE. *Kansas Social Welfare Journal*. Topeka. Monthly. Processed. Statistical material prepared by the Division of Research and Statistics.

This is primarily a news and informational bulletin which includes statistical data on general relief, the three special types of public assistance, the distribution of surplus commodities, and special activities.

LOUISIANA. STATE DEPARTMENT OF PUBLIC WELFARE. *Louisiana Public Welfare Statistics*. Baton Rouge. Monthly. Printed. Prepared by the Bureau of Research and Statistics.

Contains data on the three special types of public assistance and on general relief and certification services to the WPA, NYA, CCC, and the State Hospital Board. Information on child-welfare services is also presented.

MAINE. DEPARTMENT OF HEALTH AND WELFARE. *General Relief in the State of Maine*. Augusta. Monthly. Processed.

This is a summary statistical report on general relief.

MARYLAND. BOARD OF STATE AID AND CHARITIES. *Monthly Statistical Report*. Baltimore. Monthly. Processed.

Contains a series of statistical tables on the three special types of public assistance, general relief, and surplus commodities.

MASSACHUSETTS. DEPARTMENT OF PUBLIC WELFARE. *Summary of Relief and Related Statistics of Massachusetts*. Boston. Monthly. Processed. Prepared by the Subdivision of Research and Statistics.

This statistical summary includes data on general relief, the three special types of public assistance, the Federal Works Program, the CCC, and surplus commodities. Information is also presented on unemployment compensation, old-age insurance, employment and wages, industrial activity, employment applications, and the cost of living.

MASSACHUSETTS. DEPARTMENT OF PUBLIC WELFARE. *Aid and Relief Statistics of Massachusetts.* Boston. Quarterly. Processed. Prepared by the Subdivision of Research and Statistics.

This bulletin contains detailed information on general relief and the three special types of public assistance. A summary also includes data on the Federal Works Program, the CCC, surplus commodities, unemployment compensation, and employment services; and economic indexes of employment, wages, industrial activity, and the cost of living.

MICHIGAN. STATE EMERGENCY RELIEF ADMINISTRATION. *Public Relief Statistics.* Lansing. Monthly. Printed. Prepared by the Division of Research and Statistics.

This bulletin presents data on general relief, the three special types of public assistance, transient care, the Federal Works Program, and surplus commodities. Economic data relating to the relief problem and special articles are also included.

MICHIGAN. STATE WELFARE DEPARTMENT. BUREAU OF OLD-AGE ASSISTANCE. *Old-Age Assistance Statistics.* Lansing. Quarterly. Printed. Prepared by the Division of Research and Statistics.

Contains a detailed report on old-age assistance and includes special articles on this subject.

MINNESOTA. STATE BOARD OF CONTROL. *Monthly Review of Public Assistance, State of Minnesota.* St. Paul. Monthly. Processed. Statistical data prepared by the Research and Statistical Service. (Formerly *Minnesota Public Assistance*.)

This bulletin includes statistical data on the three special types of public assistance and on child-welfare services. A second section contains notes and comments on public assistance.

MINNESOTA. STATE RELIEF AGENCY. *Preliminary Tabulation of County Summary Reports.* St. Paul. Monthly. Processed. Prepared by the Department of Research, Statistics, and Records.

Includes a series of statistical tables on general relief.

MISSOURI. STATE SOCIAL SECURITY COMMISSION. *Index of Public Assistance in Missouri.* Jefferson City. Monthly. Printed. Prepared by the Division of Research and Statistics.

This bulletin presents a statistical review of old-age assistance, aid to dependent children, general relief, child welfare, surplus-commodities distribution, and WPA and NYA employment. Special articles also are included.

NEBRASKA. BOARD OF CONTROL. DEPARTMENT OF STATE ASSISTANCE AND CHILD WELFARE. *Public Assistance in Nebraska.* Lincoln. Monthly. Processed. Prepared by the Division of Research and Statistics.

Contains data on the three special types of public assistance and on general relief, surplus-commodities distribution, the WPA, NYA, FSA, CCC, and child welfare.

NEVADA. STATE WELFARE DEPARTMENT. *Old-Age Assistance in Nevada.* Reno. Monthly. Processed.

This bulletin is a statistical summary of old-age assistance.

NEW HAMPSHIRE. DEPARTMENT OF PUBLIC WELFARE. *Relief, Public Assistance and Service Statistics.* Concord. Monthly. Processed. Prepared by the Division of Research and Statistics. (Formerly *Statistical Information on Direct Relief* and *Relief and Public Assistance Statistics*.)

This bulletin contains data on the three special types of public assistance, on general relief, and on other types of assistance and service (child-welfare services, foster-home care, sight conservation and services to the blind, aid to tuberculosis patients, and veterans' services).

NEW JERSEY. DEPARTMENT OF INSTITUTIONS AND AGENCIES. DIVISION OF OLD-AGE ASSISTANCE. *Statistical Report of Old-Age Assistance.* Trenton. Monthly. Processed.

This is a statistical summary of old-age assistance.

NEW JERSEY. FINANCIAL ASSISTANCE COMMISSION. *Monthly Relief Report.* Trenton. Monthly. Processed. Prepared by the Statistical Section.

This publication contains a series of statistical tables on general relief. Also contained in the bulletin are statistics on surplus-commodities distribution and on WPA employment.

NEW JERSEY. FINANCIAL ASSISTANCE COMMISSION. *Statistical Bulletin Service.* Trenton. Monthly. Processed. Prepared by the Statistical Section.

This is a summary of general relief.

NEW MEXICO. DEPARTMENT OF PUBLIC WELFARE. *Relief Statistics.* Albuquerque. Monthly. Processed.

Contains information on the three special types of public assistance and on general relief, surplus commodities, child-welfare and crippled children's services, the CCC, and the State tuberculosis sanitarium.

NEW YORK. DEPARTMENT OF SOCIAL WELFARE. *Old-Age Assistance in New York State. Aid to Dependent Children in New York State. Assistance to the Blind in New York State. Home Relief in New York State.* Albany. Monthly. Processed. Prepared by the Bureau of Research and Statistics.

A series of statistical tables on old-age assistance, aid to dependent children, aid to the blind, and general relief.

NEW YORK. DEPARTMENT OF SOCIAL WELFARE. *Social Statistics.* Albany. Quarterly. Processed. Prepared by the Bureau of Research and Statistics.

This bulletin contains a statistical summary of the special types of public assistance, general relief, the Federal Works Program, surplus-commodities distribution, and the CCC. Also included is information on business conditions, children in foster homes and in State training schools, and the movement of population in public homes and in private homes for the aged. Special articles are also included.

NORTH CAROLINA. STATE BOARD OF CHARITIES AND PUBLIC WELFARE. *Statistics of Public Welfare Assistance Under the Social Security Act, and General Relief from Local Funds.* Raleigh. Monthly. Processed. Prepared by the Statistical Division.

Consists of a statistical summary of old-age assistance, aid to dependent children, and general relief.

NORTH CAROLINA. STATE BOARD OF CHARITIES AND PUBLIC WELFARE. *Public Assistance Statistics.* Raleigh. Quarterly. Processed. Prepared by the Statistical Division.

Data on old-age assistance, aid to dependent children, and general relief, with related information on hospitalization, burials, and other types of aid, are presented in this publication.

NORTH DAKOTA. PUBLIC WELFARE BOARD. *Public Assistance.* Bismarck. Monthly. Processed. Prepared by the Division of Accounting, Finance, and Reports.

This publication includes statistical data on the three special types of public assistance and on general relief, surplus-commodities distribution, and special relief activities of State and county welfare boards. A summary presents data on the Federal Works Program, the CCC, and the FSA.

OHIO. DEPARTMENT OF PUBLIC WELFARE. DIVISION OF PUBLIC ASSISTANCE. *Preliminary Report of Public Assistance Statistics.* Columbus. Monthly. Processed.

Data on the three special types of public assistance and on general relief, the WPA and NYA, and services to children are presented in this monthly release.

OHIO. DEPARTMENT OF PUBLIC WELFARE. DIVISION OF PUBLIC ASSISTANCE. *Public Assistance Statistics.* Columbus. Quarterly. Processed. (Formerly issued monthly.)

This publication contains information on the three special types of public assistance and on general relief, the Federal Works Program, the CCC, the FSA, and services to children (crippled wards and dependent, neglected, and delinquent wards of the State department, and wards of county children's homes and child-welfare boards).

OKLAHOMA. STATE DEPARTMENT OF PUBLIC WELFARE. *Oklahoma Public Welfare Review.* Oklahoma City. Bimonthly. Processed. Prepared by the Division of Research and Statistics. (Formerly issued monthly.)

Presents statistical information and comment on the three special types of public assistance and on child-welfare services.

OREGON. STATE RELIEF COMMITTEE. *Public Assistance in Oregon.* Portland. Monthly. Processed.

This bulletin contains statistical information on the three special types of public assistance and on general relief and the CCC.

PENNSYLVANIA. DEPARTMENT OF PUBLIC ASSISTANCE. *Statistical Report on General Assistance.* Harrisburg.

Weekly. Processed. Prepared by the Bureau of Research and Statistics.

Contains a series of statistical tables on general relief, with a summary statement.

PENNSYLVANIA. DEPARTMENT OF PUBLIC ASSISTANCE. *Pennsylvania Public Assistance Statistics.* Harrisburg. Monthly. Processed. Prepared by the Bureau of Research and Statistics. (Formerly *Summary of Public Assistance Statistics.*)

This bulletin gives a statistical summary of the three special types of public assistance and of general relief, the Federal Works Program, the CCC, and the effect of unemployment compensation on general relief. Special studies are also included.

SOUTH CAROLINA. STATE DEPARTMENT OF PUBLIC WELFARE. *South Carolina Public Welfare Statistics.* Columbia. Monthly. Processed. Prepared by the Division of Research and Statistics.

Presents data on the three special types of public assistance; on general relief; and on various services, including child-welfare services, rehabilitation of the blind, and certification for surplus commodities and to the WPA and CCC.

SOUTH DAKOTA. DEPARTMENT OF SOCIAL SECURITY. *Public Assistance Statistics.* Pierre. Monthly. Processed. Prepared by the Research and Statistical Service.

Statistical information is given on the three special types of public assistance and on general relief, WPA, child-welfare services, CCC, and surplus commodities. Reports on special studies are also included.

TENNESSEE. DEPARTMENT OF INSTITUTIONS AND PUBLIC WELFARE. *Tennessee Public Assistance Statistics.* Nashville. Monthly. Processed. Prepared by the Division of Research and Statistics.

A statistical summary covering the three special types of public assistance, general relief, the CCC, and surplus-commodities distribution. Also included are data on service cases and information on institutions.

TEXAS. OLD-AGE ASSISTANCE COMMISSION. *Statistics for [Month].* Austin. Monthly. Processed.

This is a statistical report on old-age assistance.

UTAH. STATE DEPARTMENT OF PUBLIC WELFARE. *Public Assistance in Utah.* Salt Lake City. Monthly. Processed. Prepared by the Bureau of Research and Statistics.

This bulletin contains a statistical summary of the three special types of public assistance and of general relief, surplus commodities, and child-welfare services. Data are also presented on relief to transients and care of children in foster homes and institutions.

VIRGINIA. STATE DEPARTMENT OF PUBLIC WELFARE. *Preliminary Public Assistance Data.* Richmond. Monthly. Processed. Prepared by the Division of Research and Statistics.

Contains a statistical summary of old-age assistance, aid to dependent children, and general relief.

VIRGINIA. STATE DEPARTMENT OF PUBLIC WELFARE. PUBLIC ASSISTANCE DIVISION. *Progress Report*. Richmond. Quarterly. Processed. Prepared by the Supervisor of Records and Accounts.

This bulletin presents statistical data on general relief and service cases, with supplementary information on hospitalization and medical care.

WASHINGTON. DEPARTMENT OF SOCIAL SECURITY. PUBLIC ASSISTANCE DIVISIONS. *Statistical Report of Operations*. Olympia. Monthly. Processed. Prepared by the Research and Statistics Office.

Data presented in this report relate to the three special types of public assistance and to general relief, surplus commodities, child-welfare services and services to crippled children, services to the blind, and county institutional care.

WEST VIRGINIA. STATE DEPARTMENT OF PUBLIC ASSISTANCE. *Public Assistance Statistics*. Charleston. Monthly. Processed. Prepared by the Division of Research and Statistics.

This statistical bulletin contains data on the three special types of public assistance, as well as on general relief, surplus-commodities distribution, the CCC, the physical rehabilitation program, child welfare, and other services.

WISCONSIN. STATE PENSION DEPARTMENT. *Social Security Aids in Wisconsin*. Madison. Monthly. Processed. Prepared by the Division of Research and Statistics.

Includes a summary report on the three special types of public assistance.

WISCONSIN. PUBLIC WELFARE DEPARTMENT. *General Relief in Wisconsin*. Madison. Monthly. Processed.

This is a summary report on general relief.

WISCONSIN. PUBLIC WELFARE DEPARTMENT. *Wisconsin Public Welfare Review*. Madison. Quarterly. Processed. Prepared under the direction of the Chief Statistician.

This is a statistical review of general relief, the three special types of public assistance, the Federal Works Program, the CCC, the FSA, and surplus commodities. Data on employment, pay rolls, and other economic factors are also presented, as well as special articles.

WYOMING. STATE BOARD OF PUBLIC WELFARE. *Public Assistance in Wyoming*. Cheyenne. Quarterly. Processed.

This bulletin contains data on the three special types of public assistance and on general relief and the "general welfare health" program. Special articles are also included.

PUBLICATIONS OF THE SOCIAL SECURITY BOARD

Changes and additions to the list of Board publications published in the December issue of the Bulletin. Further changes will be noted in these pages as they occur.

THIRD ANNUAL REPORT OF THE SOCIAL SECURITY BOARD.
Washington: U. S. Government Printing Office, 1938.
251 pp. 30 cents.

Report of the Board to the Congress for the fiscal year ended June 30, 1938. Includes supplementary data for the period July 1–October 31, 1938. (The Board's FIRST ANNUAL REPORT, listed in the December issue of the Bulletin at 15 cents, is now out of print, and copies are no longer obtainable.)

PROPOSED CHANGES IN THE SOCIAL SECURITY ACT. A REPORT OF THE SOCIAL SECURITY BOARD TO THE PRESIDENT AND TO THE CONGRESS OF THE UNITED STATES. January 1939. Washington: U. S. Government Printing Office, 1939. 29 pp.

This special report, presenting the Board's recommendations for amendments to the Social Security Act, is printed in full in this issue of the Bulletin. A 4-page summary is also available.